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USSR Report

HUMAN RESOURCES

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LABOR

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GOSKOMTRUD OFFICIAL ON ORGANIZATION, WAGES, PRODUCTIVITY

Moscow EKONOMIKA STROITELSTVA in Russian No 4, Apr 85 pp 9-15

[Article by Yu. Ye. Pak, deputy chairman of the USSR Goskomtrud [State Committee for Labor and Social Questions], under the heading "Improve the Planning, Organization and Management of Capital Construction": "Improve Labor Organization, Wages and Incentives"]

[Text] The principle of distribution based on labor determines wage organization in socialist society. The strict dependence of wages on actual labor results is an obligatory norm, a law of the economy of developed socialism. This is also a demand of the social justice inherent in our society.

Practical implementation of this principle is ensured by a system of legislative norms and requirements, by corresponding labor and production organization, by the whole economic policy of the Soviet state, and it comprises the primary task of labor management.

Steps were taken in the late 1960's and early 1970's in capital construction in the area of perfecting production and labor which were considerable in scope and which encompassed the branch quite fully. They were connected with instituting higher wage rates and salaries based on a higher minimum wage level. Much has changed since that time in capital construction.

It is foremost the whole "geography" of construction which has changed and is continuing to change. The efficient distribution of productive forces and the involvement of new natural resources in economic circulation have resulted in advancing the boundaries of the sphere of capital construction ever further to the East and North.

Under the impact of this process, there have been substantial advances in the construction economy linked primarily to the level of estimate prices, and fundamentally new methods of labor and production organization have become necessary: the complete-set-unit method of construction, the expeditionary-watch method of work production, greater construction organization mobility, and so forth. On the whole, this period has been characterized for capital construction, by the introduction of a series of new multipurpose construction machinery which is more powerful than traditional machinery and which has improved controls, by the introduction of industrial materials and components, and also by an active search for improved forms of brigade labor organization and wages.

It should be noted that the technological elements in the production system are always more mobile in comparison with the organizational-economic elements: the inertia of old, outmoded elements often predominate in labor organization and the forms of wages, in the use of social consumption funds. This gives rise to such phenomena as the rate of wage growth outstripping labor productivity growth and, along with this, to undervaluing, in a number of instances, the labor contribution of individual workers, leading to a leveling of and reduction in labor enthusiasm.

During the 11th Five-Year Plan, worker wages basically grew faster than labor productivity, both in construction as a whole and in a majority of the construction ministries. This occurred because write-ups of auxiliary work not actually done became one of the sources of the increase in worker wages. As a result, it was as if the rate grid "leveled" and the distribution mechanism in significant measure ceased to operate; skill differences were not at all manifested in wage payments in the departments.

The current relationship of the levels of wages of workers and engineering-technical workers in construction must also be included among the negative consequences in the distribution mechanism.

Existing shortcomings in construction relating to labor organization, wages and production management significantly lower the impact which might have been obtained as a result of the scientific-technical progress developing in construction.

The CPSU Central Committee and USSR Council of Ministers are doing a great deal of work to develop measures aimed at eliminating shortcomings in capital construction, at improving its production potential. These measures encompass all aspects of the construction process: estimate planning, industrialization and mechanization, production management, and others. With a view towards strengthening the influence of the construction worker wage and bonus system on ensuring the prompt start-up of production capacities and facilities, on labor productivity growth, introducing progressive forms of construction-installation work organization and improving construction production effectiveness on that basis, in accordance with the CPSU Central Committee and USSR Council of Ministers decree on improving capital construction management, organization and planning, the USSR Council of Ministers and AUCCTU have worked out steps connected with perfecting the system of construction labor organization, incentives and wages.

These steps are aimed at further developing and perfecting the brigade form of labor organization and wages, strengthening cost-accounting principles in the production-economic activity of labor collectives, carrying out production assignments with the least number of workers, strengthening the influence of the construction worker bonus system for starting up production capacities and facilities and for economic activity results, increasing construction-installation organization profitability on the basis of consolidating them and increasing construction-installation work concentration.

The brigade form of labor organization and wages is traditional in construction-installation jobs. However, the current production situation in construction and the experience accumulated presuppose further development of such directions

as consolidating brigades for the purpose of providing opportunities for performing (generally using a single brigade) technologically final stages of construction or installation of a project as a whole. The consolidation must naturally be continued to a point at which planning and material-technical supply will be closed within the brigade, while at the same time retaining an opportunity for flexible brigade management. This must facilitate the development of the integral-process flow-line contract, transition of the brigades to cost accounting.

In this connection, the USSR ministries and departments, the union republic councils of ministers, the main construction administrations, the associations, trusts and other construction-installation organizations have been instructed, jointly with the corresponding trade-union organizations, to work out and implement steps to further disseminate progressive forms of labor organization and incentives in construction.

With a view towards raising the level of engineering leadership of the work, permission has been granted to include (where appropriate) engineering-technical workers in the consolidated brigades and to entrust to them leadership of such brigades, with wages to be paid in accordance with brigade work results.

Substantial changes have been made in the procedures for making additional payments and the amounts of additional payments to brigade (link) leaders for leading a brigade (link). These additional payments will, as before, be made depending on the number of workers in the brigade and the amounts and specifics of the work done, but only on condition that the brigade or link meets assignments within established schedules, does the work well, and consideration is given to the status of labor and production discipline. Until now, the only condition on receiving such additional payments has been that brigade output norms are met, resulting in the de facto transformation of the additional payments into an automatic wage supplement.

The amount of the additional payments to brigade leaders was set at 20-50 rubles a month (instead of 40) and to link leaders, at 10-20 rubles a month (they did not receive additional payments before).

Development of the brigade form of labor organization and wages and the present orientation towards primary labor collectives, which are practically predetermined by the overall result of construction organization activity, demand that these collectives be headed by competent, experienced, tough leaders. To these ends, we anticipate in 1985-1986 the retraining (improving the skills) of brigade leaders, with subsequent retraining at least once every five years.

Systematic transfer of the ministries, departments, union republic councils of ministers and construction organizations to wage payments for work done based on construction estimates is a fundamentally new direction in brigade labor organization. It opens up extensive opportunities for simplifying wage calculations, and most importantly, it creates conditions for establishing a direct connection between wage (bonus based on consolidated norms and rates) and the end result obtained, which is an important element in brigade cost accounting. It is not possible at present to use for these purposes the estimated wage fund, inasmuch as it is less than the planned wage fund. However, the amount of a wage

for work done as estimated can be determined on the basis of the estimated labor intensiveness of the work, which is an objective value.

With a view towards developing this direction, as well as brigade labor organization as a whole, it is recommended that planning and technological planning organizations divide projects under development up into technological subunits, determining the amounts of construction-installation work, labor expenditures and material resources requirements of each.

As we know, maximum economy in the use of all types of resources used in production is a most important feature of cost accounting. In this connection, this complex of measures pays special attention to the question of wage fund economy, the proportion of the wage fund being more than 30 percent of all expenditures on construction-installation work, as we know.

First of all, we are instituting wage fund planning based on norms which anticipate progressive relationships between the rates of labor productivity increment and average wage increment for workers. We are separately instituting wage fund and workforce planning for supervisory and engineering-technical workers (including line personnel) and employees based on norms per million rubles of construction-installation work.

For purposes of increasing the interest of construction-installation trust collectives in wage fund economy, we anticipate that that savings (including savings obtained by reducing the number of supervisory and engineering-technical workers and employees as against that outlined by the norm) calculated based on construction-installation work volume actually done in the year, remains at the disposal of the trusts and can be used to make supplemental payments of up to 50 percent of the worker's salary, including supervisory personnel of trusts, the management apparatus and line personnel.

Permission has been given to establish wage rate supplements of 16-24 percent for occupational skill using savings in the wage fund for skilled workers (rate categories of IV or higher). When trust work indicators worsen, supplements to all categories of workers must be reduced or rescinded entirely.

Construction organization leaders should bear in mind the fact that institution of this system of supplements will permit intensification of the effect of material incentives on labor quality for all workers and will simultaneously facilitate establishing more-correct proportions in the wage levels of individual categories.

One important condition in developing the brigade and integral-process flow-line contract, in further perfecting construction production, is the organization of deliveries of complete sets by construction industry enterprises, by production-technological set-assembly administrations and transport organizations; this includes complete sets of materials, items and components. The ministries, departments and construction organizations must take appropriate steps along this line, and the USSR Goskomtrud must work out and approve regulations on material incentives and increasing responsibility for deliveries in complete sets and for the quality of building materials, items and components.

The consolidation of construction-installation organizations is given a central place in this complex of measures.

At present, approximately a third of the trusts, construction-installation administrations and equivalent organizations are operating unprofitably, incurring losses. The primary reason for this situation is their small size. When doing small amounts of work, such organizations are not capable of creating the proper production base, of introducing large construction machinery or of preparing cadres of skilled workers. Their overheads and net costs are high and labor productivity is generally low.

Beginning in 1985, new indicators for assigning construction, construction-installation, specialized, start-up and adjustment, construction-repair and other equivalent organizations to groups based on the wages of supervisory and engineering-technical workers are being instituted for the purpose of increasing the effectiveness of construction-installation organizations.

These indicators are 60 percent higher than the current ones and eliminate the lowest quarter of these organizations. A special system of coefficients which take into account the specifics and labor-intensiveness of the work, and also the estimated cost of the work by region, has been developed for their use.

Introduction of the new indicators and retention of the levels of wages of supervisory and engineering-technical workers will require substantial restructuring of the entire network of construction-installation organizations, which naturally cannot be done quickly. The USSR ministries and departments and the union republic councils of ministers are therefore being allowed to do this work over the next couple of years.

Moreover, it has been established that the creation of new construction-installation organizations will as a rule be permitted if the analogous organizations operating within a given territory have achieved Group I indicators.

Specific steps have been outlined for increasing the material interest of supervisory workers in increasing the amounts of work being done by construction organizations. In particular, the USSR ministries and departments and the union republic councils of ministers have been granted the right to increase by 10 percent the salaries of supervisory and engineering-technical workers (whose wages depend on an assigned group) of trusts and administrations in groups II and III in terms of wages if the actual amounts of work done by these organizations exceed the minimum indicators established for that group by at least 30 percent.

As concerns those same supervisory and engineering-technical workers in construction organizations in Group I, when actual work done exceeds the established indicators 1.5-fold, their salaries can be increased by 15 percent; if the increase is two-fold or more, the increase is 20 percent.

Construction-installation organizations created specifically for the construction of large projects often cannot accumulate sufficient work during the first year of their existence and, because they thus fall into the lowest wage groups, experience difficulties in staffing their apparatuses with skilled engineering-technical workers. In order to eliminate these difficulties, such organizations may be put into the next highest wage group for up to one year from their creation.

There is no need to enumerate the shortcomings of the existing bonus systems as revealed by their practical application. They are quite well-known to construction workers. Let us simply note that these systems, limited by rigid maximum bonus amounts and saturated with significant numbers of interconnected conditions and indicators, have gradually lost their role as incentives to the attainment of high labor indicators. The task has thus arisen of energizing the bonus systems in order to create conditions under which highly productive labor is highly rewarded and we eliminate the possibility that negligent workers receive undeserved rewards.

With consideration of the many years of accumulated experience and of discussion of the problem with construction workers, a number of constructive decisions have been made in the area of bonuses.

The maximum bonus amount just for putting production capacities and construction projects into operation has been set at up to six months' salary per year, independent of other work indicators. We have also outlined a substantial increase in individual bonuses for putting production capacities or a single project into operation.

In order to give start-up bonuses a guaranteed source, it was decided to include the funds for these bonuses, in the amounts outlined, in construction estimates and to prohibit their use for other purposes.

The general contractor plays an important role in organizing the construction process, especially given the spreading work specialization. However, he has limited opportunities for materially influencing subcontractors who disrupt construction progress. In this connection, the leaders of general contractor trusts are permitted to reduce (but not by more than 50 percent) the total funds available for start-up bonuses to subcontractor organizations who fail to stay on schedule in performing their jobs. Unused funds resulting from this are to be spent by the general contractor organizations to award bonuses to workers of other organizations which have helped speed up the construction.

Some of the total start-up bonus funds may be set aside for incentives to workers at industrial enterprises which are in these trusts and to workers in motor transport organizations participating directly in the construction and helping put production capacities and construction projects into operation as quickly as possible.

The proven system of awarding bonuses, in the form of advances, to workers employed at large construction projects has been substantially expanded. First of all, we have established a single amount of funds used for these purposes, up to 50 percent of the total bonus due for start-ups, instead of the 50 and 30 percent previously in effect. This bonus system has been extended to cover workers in the construction-installation trust apparatus, to production-technological set-assembly administrations, to industrial enterprises in the trusts, and also to workers in motor transport organizations, client services and planning-surveying organizations. Up to five percent of the funds being allocated for advance-type bonuses may be spent to encourage workers based on socialist competition results for completing important construction stages promptly and properly.

Workers in the main territorial construction administrations have also been included in the system of awarding bonuses for starting up production capacities and construction projects; the amounts will be up to two months' salary per year.

In the awarding of bonuses for starting up production capacities and construction projects, innovations are basically reduced to increasing maximum bonus amounts, extending the boundaries of the bonus system and isolating it from other indicators of the economic activity of construction organizations, without changing the fundamental principles of the system itself.

Things are different in the system of awarding bonuses to construction workers for meeting production-economic activity indicators.

With a view towards strengthening the influence of bonuses on increasing construction effectiveness and creating the necessary construction stockpile, it has been decided to institute bonuses to supervisory, engineering-technical workers and employees of construction-installation trusts for economic activity results in the amount of up to one month's salary per quarter. These bonuses will be paid broken down as follows: 50 percent for meeting quarterly construction-installation work volume plans while meeting construction quality requirements and 25 percent each for meeting labor productivity growth assignments and lowering construction-installation net cost.

As before, supervisory and engineering-technical workers and employees, with the exception of line personnel, will be paid bonuses from the material incentives fund. Permission has been granted to use savings in the production-sectors wage fund as an additional source for these bonuses.

The maximum amount of a bonus for economic activity results is set at an amount equal to four months' salary per year, and the maximum annual bonus amount for starting up production capacities and facilities is set at six months' salary. Thus, the total maximum amount of the bonus has now been increased from six to 10 months' salary per year.

The complex of measures worked out by the USSR Council of Ministers and AUCCTU and aimed at perfecting labor organization, the wage system and incentives in construction requires much organizational work on the part of the corresponding ministries, departments and construction-installation organizations in order to attain the targets set. This work must include: extensive explanation of the goals and tasks of the measures worked out to all production collective workers, the development and implementation of scientific labor organization measures encompassing a span of ministry to brigade, instituting a wage system which anticipates first of all eliminating all unjustified payments, the development of new bonus regulations and communicating them to all categories of workers in the established procedure.

The measures must be implemented on a background of decisively raising the overall level of labor and production discipline and organization. The whole collective at each construction site and its public organizations must be involved in this work. According to the Law on Labor Collectives, very important measures are subject to discussion at worker meetings.

The complex of measures worked out by the USSR Council of Ministers and AUCCTU is a powerful tool for perfecting labor organization and wages in construction. The task is to use this tool purposefully and effectively.

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LABOR

GOSKOMTRUD DEPUTY CHAIRMAN ON FIXING OF NORMS

Moscow EKONOMICHESKAYA GAZETA in Russian No 28, Jul 85 p 7

[Interview with Boris Nikolayevich Gavrilov, deputy chairman of the USSR State Committee for Labor and Social Problems, under the rubric "The Economic Mechanism of Intensification": "Norm Setting in the National Economy"; interviewer, date, and place not specified]

[Text] Recently the Politburo of the CPSU Central Committee reviewed issues involving further improvements in labor norm setting with the aim of increasing labor productivity and strengthening the socialist principle of wages. It was emphasized that the system for setting norms should promote active introduction of scientific and technical achievements, improved organization of production, a reduction in the labor-intensiveness of goods produced, and an increase in the economic incentives provided to the workers. A special decree was issued on this topic by the USSR Council of Ministers and the AUCCTU [All-Union Central Council of Trade Unions]. Readers have been writing to the editorial offices asking for a clarification of what innovations are being introduced in the system of labor organization and norm setting in the national economy. The editorial staff asked Boris Nikolayevich Gavrilov, deputy chairman of USSR Goskomtrud [State Committee for Labor and Social Problems] to discuss this issue.

[Answer] Norm setting is playing an increasingly important role in meeting the goals set by the party for accelerating the development of our economy, as it is a means of making efficient use of the labor potential, increasing the efficiency of the economic mechanism, establishing order and organization, and ensuring a balance between the workers' wages and their labor input.

The system for organizing labor and setting labor norms that has been in effect up until now was set up in the late 1950s. It does not correspond to the new goals, however. In industry the wage rate now applies to only 50 percent of the workers' wages. Improved technology, the introduction of new methods, and better organization of labor are not always accompanied by a change in norms. Major shortcomings in the accounting of labor input and losses of work time

have a negative effect on labor norm setting. Labor norm setting for engineering and technical personnel and for workers paid according to a time-rate wage system is unsatisfactory.

The use of norms that are too low leads to a situation in which the norms are exceeded by a significant margin without a direct tie to an increase in labor productivity. For example, in four months of this year enterprises under the USSR Ministry of the Construction Materials Industry met the norms by 123.9 percent and surpassed the fulfillment for the same period last year, but labor productivity dropped by 0.9 percent. A similar situation occurred at several enterprises under the USSR Ministry of the Fruit and Vegetable Industry and a number of other ministries.

There is a need for a fundamental change in the practices of norm setting.

[Question] What are the various directions being pursued in efforts to improve labor norm setting?

[Answer] The decree recently issued outlines a system of measures for organizing labor norm setting in all sectors of the national economy in close connection with measures to improve the entire economic mechanism. First of all, these measures call for an increase in the responsibility of the heads of ministries, associations, enterprises, and workers involved in labor, and trade union organizations for the status of labor norm setting. In the second place, they call for establishment of a system for regular review of all existing norms and timely replacement of these norms during the job site certification process. In the third place, they call for an increase in economic incentives for the introduction of technically based norms and an expansion in the sphere covered by labor norm setting. The measures also call for an increase in the role and importance of the labor-intensiveness indicator in the over-all management mechanism system, an improvement in the quality and reduction in the time required to work out norms, and improved training for personnel in the area of organizing labor norm setting.

In this connection, in 1985 and 1986 there are plans to conduct a review of all existing norms for time (output) and service at associations, enterprises, and organizations, with the idea of bringing them into line with the level of technology, engineering, and organization of production and labor that has been achieved.

The range of workers covered by labor norms, which has been unjustifiably limited up until now, will be expanded.

The goal has been set of bringing existing norms into line with the demands of the brigade system of organizing labor and working out and introducing expanded norms for a completed set of operations, a product, unit of agricultural or other production, and stage of construction or construction project. At present in industry the wages of approximately one-third of all the brigades are not based on final results, which forms the basis for preserving "profitable" and "unprofitable" norms. The measures outlined in the decree will help increase the efficiency of existing brigades and step up further development of combined brigades.

As I already mentioned, in 1985 and 1986 there will be an organized review of all existing norms for labor input. This work should be done within the general system of measures involving job site certification. One of the most important elements of certification is evaluation of the norms in use with respect to the level of engineering and technology at the given job site.

In those places where job site certification has already been carried out, the review of labor norms should be carried out in accordance with specially approved plans. In the future, evaluations of the quality of norms must be carried out simultaneously with job site certification. Norms that are found to be outdated or set at incorrect levels should be reviewed according to established procedures.

The primary goal here is to ensure that proper norms are being used at job sites and to introduce effective norm setting not only for piece-rate workers, but for all the other categories of workers as well. The experience of some Leningrad associations and the Ulyanovsk State Special Design Bureau for Heavy and Milling Machinery shows that where labor norms have been set for designers and engineers, the work is planned on a completely new basis and the contribution of each worker to the over-all labor results of the collective is determined most accurately.

It should be pointed out that for the first time a system has been introduced under which new labor techniques and progressive methods introduced at the initiative of white and blue collar workers or a brigade, improvements in job sites made by the workers themselves, and improvements in professional skills that result in high output in periods between job site certification are not a basis for reviewing norms at the administration's initiative. Thus, conditions are created for a significant increase in labor productivity, uncovering the workers' creative talents, putting local reserves into operation, and eliminating the "fear of norm revisions."

The question of giving some order to the norm setting mechanism is an urgent one today. Ministries and departments, along with the central committees of trade unions that are involved, have been instructed to complete the examination and review of labor norms and standards by 1987 and to see that these activities are carried out during the job site certification process. An organized system must also be introduced for the application of various "correction" factors to standards that tend to weaken the norms substantially, which in turn leads to wage discrepancies.

Taking this into account, it has been established that the use of correction factors that weaken the stringency of unified and model norms, as well as norms based on intersectorial or sectorial standards, is permitted only with the consent of the higher organization and the corresponding trade union organ.

Now whenever a norm is approved, a certain time limit will be established for the period during which it will be in effect. This time limit should not exceed five years, after which the necessary changes and amendments will be made in the norm in connection with the technical and organizational level that has been achieved.

[Question] Recently frequent suggestions have been made in the press to increase the role of the labor-intensiveness indicator in production planning and management. What attention is given to this indicator in the new document?

[Answer] It has been recognized that it is necessary to increase the role of the labor-intensiveness indicator in production and labor planning and in creating funds for the payment of wages. In connection with this there are plans to carry out a set of measures aimed at "rehabilitating" the labor-intensiveness indicator.

A new element in the development of this issue is that ministries are now obligated to set limits for design and planning organizations regarding the maximum economically allowable levels of labor input for the production of planned goods and manufacturing processes. This will increase the responsibility of these organizations for developing production processes that are less labor-intensive.

The decree also stipulates that planning and design organizations must include the expected labor-intensiveness in plans for new type of products and manufacturing processes. All this will require that special organizational and technical measures be carried out at enterprises to introduce and achieve the planned labor-intensiveness and to reduce it further; these measures will become an integral part of the plans for new technology and scientific organization of labor. It will be necessary here to make extensive use of the experience gained at leading enterprises under the Ministry of the Radio Industry, the Ministry of the Aviation Industry, and a number of other ministries. Ministries and design, planning, and technological organizations should make some serious changes in the organization of their work. They should already be starting on this work because as of 1987 technical plans for new types of products will not be approved without an indicator describing their labor-intensiveness.

[Question] What measures are planned to increase the workers' interest in incorporating technically based norms?

[Answer] With the aim of increasing incentives for workers to introduce technically based labor norms, enterprises in several sectors of industry have already been granted the right to use wage rates for piecework that are up to 20 percent higher when the switch is made to norms that are based on intersectorial, sectorial, and other more progressive labor input standards.

The decree calls for expanded rights and greater independence for enterprises in applying higher wage rates for piecework. For example, taking into account the new requirements placed on norm setting by the development of collective forms of labor organization and labor incentives, wage rates for piecework can also be raised when the work is being done according to centrally approved consolidated and combined norms. The system for establishing wage rates for piecework that are up to 20 percent higher is now being introduced at all industrial enterprises, and with the approval of the USSR Goskomtrud, it can be introduced at enterprises in other sectors as well.

Wage rates for piece work can be raised by as much as 30 percent, when the necessary conditions are met, at enterprises in machine building, metalworking, in the corresponding shops of enterprises engaged in ferrous and nonferrous metallurgy, and in operations in other production sectors that are very labor-intensive. For the first time incentives have been established for workers paid on a time rate system when they shift to technically based norms. Their wage rates can be increased up to 10 percent, and for workers engaged in the repair and manufacturing of equipment and instruments, installation of accessories, and servicing automatic production lines, flexible, automated production, especially sophisticated construction equipment, and a number of other different types of equipment, the increase can be up to 20 percent.

These increases in wage rates will be carried out in the future prior to the introduction of new pay scales and salaries, and will be based on savings from the wage fund obtained by reducing the labor-intensiveness of production (jobs), and revising output norms; the increase in the pay scale for time-rate workers will be based on savings from the wage fund obtained by freeing up workers.

[Question] As in any operation, personnel play a major role. What plans are being made to strengthen the personnel engaged in labor organization and norm setting?

[Answer] High demands are now being placed on workers involved in labor organization and norm setting at enterprises. I should point out that many of them are highly qualified specialists that are taking a diligent approach to labor organization and norm setting. This group includes N. M. Taranenko, a labor organization and norm setting engineer at the Kishinev "Mikroprovod" [Micro-conductor] Scientific Production Association, A. I. Sergeyev, a norm setter-technologist at the Moscow "Stankoagregat" [Machine Tool Assembly] Machine Tool Plant, V. A. Krapivina, chief of the labor organization and wages department at the Pervouralsk New Pipe Plant, A. S. Nastavnikov, chief of the labor organization and wages department at the Dmitrov "Yunost'" [Youth] Production Association, and many others.

I should also point out that for a long time there was no training in our country for labor organization and norm setting engineers. In connection with this the USSR Council of Ministers instructed the USSR State Planning Committee and the USSR Ministry of Higher and Secondary Specialized Education to take additional measures to increase the admission of students to institutions of higher education for training in this area of specialization.

With the aim of practical implementation of the basic directions for improving labor norm setting, the USSR Council of Ministers and the AUCCTU instructed the USSR State Committee for Labor and Social Problems to work with the AUCCTU and other ministries and departments to draw up and ratify a provision on the organization of labor norm setting in the national economy that would outline a system for the development and application of standards for labor input, certification, replacement and revision of norms, a system for monitoring their application, and other methodological issues involved in labor norm setting.

Thus, a comprehensive system is being created in the country for organizing labor norm setting that calls for regular renewal of norms and standards along with the introduction of new technology, new manufacturing processes, improved organization of labor and production, and rationalization of job sites that will provide incentives for introducing technically based norms.

The work that lies ahead is complex and important. It must be carefully planned and well prepared. Brigade councils and brigade leaders, leading workers, engineering and technical personnel and professional workers must be included in this work. The role of public bureaus involved in setting labor norms must be expanded. And, of course, this work must be carried out in conjunction with trade union organizations.

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LABOR

ECONOMIST ON CALCULATION OF LABOR PRODUCTIVITY

Moscow EKONOMICHESKAYA GAZETA in Russian No 28, Jul 85 p 15

[Article by G. Kiperman, doctor of economic sciences, under the rubric "The Economic Mechanism of Intensification": "On a Method for Calculating Labor Productivity"]

[Text] Today, when our country is facing a task of strategic importance--a significant acceleration in the rate of social and economic development and intensification of the economy--the problem of increasing labor productivity is of the utmost importance. In addition to stepping up scientific and technical progress, which plays a crucial role in achieving the goals that have been set, questions involving improvements in the entire economic mechanism are assigned top priority. The planning, accounting, and incentive system should orient production links toward increasing labor productivity. Under these conditions, the question of measuring labor productivity takes on special importance.

Conserving Living and Embodied Labor

K. Marx wrote: "By increasing the productive force of labor we mean any general change in the labor process that reduces the work time socially necessary for the production of a given product, so that a smaller amount of labor gains the capacity to produce a larger quantity of use value." (K. Marx and F. Engels, "Soch." [Works], Vol 23, p 325.) In other words, the essence of the process of increasing labor productivity lies in economy of work time. For society it is equally important to conserve the time of the worker operating a machine tool, as it is to conserve the time embodied in the means or objects of labor being used by the worker. The creation of more efficient means of labor, for example, processing centers or robots, may require an increase in labor input on the part of the manufacturers, but this will be compensated for by a reduction in the work time used in the process of operating the new equipment.

An increase in labor productivity is expressed in a reduction in the cost per unit of output and in the quantity of past or living labor contained in each unit.

The productivity of national labor, which reflects the efficiency of utilization not only of living, but also embodied labor, is defined here in our country, as in other socialist countries, by the national income: it is divided by the number of workers employed in the physical production sphere.

For example, in the first four years of the 11th Five-Year Plan (with the 1984 level expressed as a percentage of the 1980 level), the country's national income increased by 15.5 percent, and the number of people employed in the physical production sphere increased by 2 percent. By dividing the indexes of the rate of growth of both these indicators (115.5:102), we determine that national labor productivity increased by 13.2 percent during this period.

The rate of growth in national labor productivity that has occurred in recent years does not correspond to our objective possibilities. Our country can and should achieve a significantly higher rate of growth by increasing the conservation of both living and embodied labor, and by making fuller use of the advantages of our system of management. K. Marx saw economy of time as "the primary economic law on the basis of collective production" (K. Marx and F. Engels, "Soch.", Vol 46, Pt 1, p 117), much more than under capitalism. But, like other economic laws of socialism, it does not operate automatically, and in and of itself it does not guarantee high rates of growth in labor productivity and economy of labor. This requires an integrated, specific system of measures that cover all the links of the national economy.

At the Enterprise Level

The basis for calculating labor productivity at enterprises and associations now is commodity, gross, and in some sectors of industry, normative net production. Not one of these indicators, however, is suitable for an objective measurement of labor productivity, and not one serves to stimulate economy of past, embodied labor.

An increase in the output of gross or commodity production per worker reflects the influence of factors that are opposite in terms of their significance to society, such as an increase in production output in physical terms and a rise in the input of materials required for this production. If an increase in the production of specific articles with the same number of workers indicates economy of work time, then an increase in the materials consumed in production means just the opposite--an increase in work time. Therefore, an increase in gross or commodity production does not always indicate an actual increase in labor productivity.

If, for example, in the production structure there is an increase in the proportion of relatively materials-intensive products, there is a rise in gross and commodity production, as well as in the output per worker. This creates the impression of an increase in labor productivity, which in reality cannot be. With the development of the social division of labor, specialization, and cooperative production, there is an increase in the proportion of national labor in the national product. This natural process is one of the factors in the growth of labor productivity, but at the same time, under its influence gross and commodity production become more and more unsuitable as measurements of labor productivity.

The planning of labor productivity based on commodity production encourages an enterprise to put out materials-intensive products that include more outside labor and less of its own labor. Producers often deviate from the dimensions,

thicknesses, and other parameters needed by the customer, and tend to increase these indicators.

Normative net production is an indicator that is not influenced by the materials-intensiveness of production. Normative net production is part of the wholesale price of a product that includes wages, deductions for social insurance, and profit. The practical introduction of the normative net production indicator was a definite step toward improving the measurement of labor productivity. A major problem is still unresolved, however: normative net production only measures productivity of living labor.

As recent party documents have pointed out, labor productivity must be measured on the basis of national income. At the level of sectors, associations, and enterprises, the net production indicator corresponds to national income in terms of its economic content.

Net production is determined by subtracting physical input from commodity production. If there is a reduction in the materials-intensiveness of production, and better use is made of raw materials, supplies, fuel, and energy, then net production grows more rapidly than commodity production. If, on the other hand, there is an increase in the input of materials, then net production grows more slowly, and actually will not increase at all (if the increase in the input of past labor exceeds the economy of living labor).

The identification of labor productivity using net production is based on the following fundamental tenets of Marxist-Leninist theory. In the first place, an increase in labor efficiency means an economy of living and embodied labor, that is, a reduction in the socially necessary time spent to produce a unit of output.

In the second place, a socialist society has an equal interest in increasing both the surplus product and necessary product. In net production, profit and wages correspond to these elements.

It is not difficult to carry out planning and accounting of net production in current prices. All the necessary data are contained in existing planning and reporting forms. In connection with the introduction of a limit on physical input in economic practice, some experience has been gained in planning and accounting of physical input.

However, in planning the rate of growth in labor productivity in terms of net production, it must be defined in constant prices, or at least prices that are comparable to the previous year. There is no problem here with regard to commodity production, in plans and reports it is fixed both in current and constant prices. Planning physical input is more complicated, since it is not defined in terms of constant prices.

In our opinion, there are two possible solutions to this problem: in planning and accounting we can either define physical input in wholesale prices as of 1 January 1982, or we can limit ourselves to setting quotas for labor productivity in annual plans (in prices comparable to the previous year), and

for the five-year plan as a whole the rate of growth can be determined by multiplying the price indexes.

Net production is more sensitive to structural changes in the list of goods produced than are gross or commodity production, and it can fluctuate by month or quarter. These fluctuations cannot be avoided, since production output should correspond to the conditions of economic agreements that take into account the customers' demands, and not differences in the materials-intensiveness of the products.

For example, here are some data on net production at a Moscow enterprise in 1984 (in thousands of rubles):

	1st quarter	2nd quarter	3rd quarter	4th quarter
Planned	5618	5794	5596	5715
Actual	5802	5930	5764	5806

One can avoid the negative influence of structural changes on the dynamics of the indicators calculated on the basis of net production by using a method for evaluating plan fulfillment that is cumulative from the beginning of the year:

	1st quarter	2nd quarter	3rd quarter	4th quarter
Planned	5618	11,412	17,008	22,723
Actual	5802	11,732	17,496	23,302

This method of calculation also makes it possible to avoid difficulties with the formation of the wage fund resulting from fluctuations in net production by month and quarter.

The use of net production indicators in planning labor productivity requires further improvements in price formation and a solid basis for the products' profitability. Since the proportion of profit in net production is 2-3 times higher than in commodity production, a change in the proportion of goods produced with varying profitability can be felt more strongly. Evaluations based on net production can lead to the removal of unprofitable articles from production.

There would be nothing wrong with this if higher profitability of goods were a factor of the products' efficiency and higher quality, and not determined by attendant circumstances, as sometimes is the case (the sectorial affiliation of the manufacturing enterprises, plan calculations that are too high, price increases that exceed the technical and economic parameters of the products). Price should become a practical standard for the socially necessary input of living and embodied labor in the production of the product.

In the Interest of Society and the Collective

Use of the net production indicator in some form or another would, in our view, make it possible to do a better job of coordinating the interests of the collective and society, and to see to it that enterprises have an interest in

economy of national labor, regardless of the link in which this economy is achieved.

As long as no such interest exists, it makes no difference to ministries what gains (or losses) the consumers of their products experience. The pulp and paper industry, for example, has been suffering a shortage of bleaching chemicals for many years. Every ruble of input spent for this purpose by chemical workers represents a saving of 150-200 rubles by paper workers. But this is a different sector, and the chemical workers have little concern for "someone else's" economy. It is clear that in overcoming this departmentalized approach, an incentive system must also be introduced for economy of national labor.

There are also great reserves for increasing production with fewer workers. For example, last year all five ministries participating in an economic experiment achieved an increase in production without increasing the number of workers. In the Ministry of the Electrical Equipment Industry alone the demand for manpower was cut by 7219 people. The interest of enterprises in utilizing savings from the wage fund to supplement wage rates and salaries certainly played a role here. Apparently, the provisions of the experiment that concern this issue should be expanded to include all of industry and a number of other sectors of the national economy. The possibilities for economy of embodied labor are just as significant.

In the coming years the number of people employed in the physical production sphere should stabilize for all practical purposes. Under these conditions the only source for increasing the country's national income is an increase in national labor productivity. It is clear that there is a pressing need for in-depth discussion of issues involving the measurement of labor productivity, and for theoretical economists and those with practical experience to work together to develop indicators that would provide the most accurate measurement of national labor productivity.

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LABOR

LABOR RESOURCE UTILIZATION IN NON-PRODUCTION SPHERE ANALYZED

Moscow EKONOMICHESKIYE NAUKI in Russian No 5, May 85 pp 96-98

[Article by E. Valizhanov, Tashkent: "Use of Labor Resources in the Non-Production Sphere"]

[Text] The Great Patriotic War, the fortieth anniversary of the Victory in which we are currently celebrating, was a war for our multinational Motherland, a war for socialism and for the honor, dignity, and life of man. As the society of developed socialism improves, it reveals more and more completely its humanitarian essence. This manifests itself in all spheres of life, including the economy. Something that deserves a large amount of attention is the development of the nonproductive sphere, primarily its structure. As is well known, in the USSR and the other countries of the socialist community the basic efforts of the workers in that sphere are directed toward the concern for the indoctrination, the vocational training of people, their health, and the more complete satisfying of their cultural and material-and-everyday needs. A growing share of the nonproduction sphere is made up of science and scientific services, thanks to which the prerequisites for scientific-technical progress are created. Approximately 8 percent of the nonproduction sphere is the share of the administrative apparatus, and credit and insurance organizations. The task thus lies in reducing the percentage of workers and employees employed in the administrative sphere. At the 26th CPSU Congress mention was made of the need to improve the work of the administrative apparatus while reducing the expenses for its maintenance, eliminating the excessive and duplicating links, and improving the quality and effectiveness of labor¹.

The optimizing of the employment rate in production and administration contributes to the better use of the labor resources and to more complete and more efficient satisfying of the need for them both in the material production sphere and in the basic branches of the nonproduction sphere, in which one directly resolves the tasks of the complete development of the individual, the raising of the standard of living of the members of society, and the development of science.

The providing of labor resources for the nonproduction sphere is a complicated socioeconomic task, which is to be resolved variously not only with respect to the administrative apparatus and the other subdivisions, but also for the

groups of branches in that sphere. It would seem to be desirable in this regard to carry out a consolidated division of those branches into two groups. In the first group one carries out the activity which, in our opinion, can be called the subject-forming activity (the branches that exert a direct effect upon the subject of production and that guarantee its development and successful activity -- education, public health, culture, science). The second group is made up of the branches that serve to satisfy the material-and-everyday needs of the public (passenger transport, communications to serve the public, personal services, housing and communal management, retail trade, and public nutrition -- to the degree to which those branches do not carry out the continuation of the process of material production). In the second group the importance of the factor of labor resources is less than in the first; here one also finds broader opportunities for creating, on the basis of intensification, those conditions that would make it possible constantly to improve the services provided to the workers without bringing in additional labor resources. In education, public health, culture, science, and art there has been an increase in the employment rate. Here one observes a process (which must be carried out at even higher rates) of intensification of labor activity, but that process only restrains, rather than prevents the increase in the employment rate.

In the materials of the party's 26th Congress and other party documents there is an indication of the need for the constant guaranteeing of the proportionality in the development of the branches of the subject-forming activity and the national economy as a whole, and of other parts of the nonproduction sphere. In particular, the reform of the general-educational school system was aimed at the more complete coordination of the functioning of the entire system of public education and the needs that the national economy has for cadres, including the vocational-technical, secondary special, and higher school system.

The successful implementation of the party's course aimed at the preferentially intensive type of reproduction is one of the factors that influence the need for the comprehensive approach to the resolution of socioeconomic tasks. The conformity of the actual proportions to the objectively necessary one guarantees the maximum effectiveness of social labor as a whole. It is also necessary, obviously, to keep in mind the fact that these proportions on the scale of the national economy and in their regional characteristics cannot always, by any means, be identical. Various regions, especially if one has in mind the union republics, by virtue of reasons primarily of a historical nature, has in this regard substantial specifics which must be taken into consideration.

In particular, in Uzbek SSR the development of the branches of the subject-forming activity is also distinguished by peculiarities of no small importance. Beginning in 1965 the number of persons working in the republic's entire nonproduction sphere increased from 595 to 857 in 1983 (per 10,000 persons of population)². The basic share of the employment rate of the labor resources in the nonproduction sphere (approximately 70 percent) represents the share of the branches of subject-forming activity. Among the latter, as is well known, something that represents particular complexity is the cadre support of science, where the employment rate is characterized not only by

accelerated growth rates, but also by a high qualitative structure of the workers. Here there is a higher percentage among the workers of persons having higher and secondary special education. There is a considerable need for people having the learned degrees of candidate or doctor of sciences. In Uzbek SSR, thanks to the aid providing by the entire Soviet nation, there has been created their own scientific potential, which was practically nonexistent before the October Revolution. On its basis the republic is capable of resolving the scientific-technical problems that confront it with regard to the development of productive forces. Whereas previously Uzbekistan only consumed cadres of specialists that had been trained in the RSFSR, the Ukraine, and other union republics, at the present-day stage Uzbekistan is basically capable of providing itself with specialists, and in certain areas of specialization it also trains them for the country's other republics. The further development of the powerful scientific potential that already exists in the Uzbek SSR requires primarily its qualitative improvement in conformity with the requirements of the present-day stage of mature socialism. It is necessary to eliminate the shortcomings that are linked with the weak development of the material-technical base, material-technical supply, and the organization of labor in the sphere of science. Tasks have been posed for the industrialization of science, and for the creation in Uzbekistan of large-scale interdepartmental complexes that are equipped with the most up-to-date equipment. The resolution of these tasks is definitely a feasible one, but it requires a large amount of organizational work.

Another sphere that is no less complicated and no less important in improving developed socialism is education. The large amount of work that was planned by the 26th CPSU Congress³ for improving the education and raising the proficiency level of the workers represents the implementation of one of the most important factors of intensification. The headlong development of technology and technological processes is among the factors influencing the need for the training of specialists who have a complete mastery of the latest methods of manufacturing the most up-to-date output. The reform of the educational and vocational school system that is under way in our country is aimed at achieving the qualitative improvement of education and instruction, at putting them into conformity with the requirements of scientific-technical progress.

The development of education is largely determined by the fact that pedagogical labor in its subject-forming activity plays a completely unique role. In recent years, in the formation of the cadre potential of the system of education in the Uzbek SSR, as in the other regions of the country, one noted certain negative phenomena: there was an increase in the turnover rate of the pedagogical cadres, and there was a reduction in the economic incentives provided for labor in the sphere of education. In order to eliminate these shortcomings and to achieve a decisive improvement of the situation, a large amount of importance is currently attached to the decisions that are being implemented with regard to the school system, particularly those dealing with the increase in the salaries paid to the teachers, the raising of their proficiency level, and the improvement of their working and everyday living conditions. There has been an expansion of the training of teachers (instructors) and indoctrinators. By 1990 the number of persons admitted to pedagogical higher educational schools must be raised to

200,000-250,000. Special attention is being directed toward expanding the training of pedagogical cadres for regions which, as in Uzbekistan, are characterized by the intensive development of the productive forces.

In public health one notes the process of steady increase in the rate of providing the public with medical cadres. For example, in 1940 Uzbek SSR had only 4.7 physicians per 10,000 of population, but in 1983, it had 31.8. The rate of providing the republic's population with physicians is higher than in the most developed bourgeois countries (in the United States, 24.0; in Japan, 18.2), without even mentioning such capitalist countries of Asia as Turkey (7.7) and Iran (5.9)⁴.

The plans for economic and social development stipulate measures for the further improvement of medical services, and that improvement should be carried out not only by means of the expansion of the network of public-health institutions, but also by the intensification of their activity. On the basis of the introduction of advanced methods of organizing medical aid, there has been an increase in the use of the total number of beds in the hospitals, and the duration of the therapy has been shortened with no detriment to quality.

The improvement of the work of the branches of subject-forming activity is linked with the improvement of the intrabranh proportionality of the employment rate of the labor resources in the nonproduction sphere. On the basis of a study of the distribution of the employed population of Uzbek SSR by spheres of employment, and also between the urban and rural locality, it was revealed that there is a definite lag in the development of the branches of the nonproduction sphere in the rural areas. And yet their comprehensive formation should guarantee the maximum extent of the favorable conditions for attracting the intellectuals to rural localities -- teachers, physicians, and other categories of workers. At the October 1984 Plenum of the CPSU Central Committee, mention was made of the need to relate the development of land-reclamation construction to the reinforcement of the material-base and social infrastructure on the farms⁵. This principle completely pertains to the entire development of agricultural production, and particularly in Uzbekistan, which, incidentally, is one of the basic regions of land-reclamation construction.

The branches of the subject-forming activity are traditionally characterized by an increased percentage of women. In Uzbek SSR they constituted 46 percent of all workers in material production, whereas in the branches of subject-forming activity they constituted 60 percent⁶. The development of subject-forming activity, consequently, contributed to the attraction of women to the national economy, and this is of tremendous social importance, especially when one considers the national peculiarities of the republic.

In a number of instances the socialist state, in order to improve the quality of the results of a particular kind of activity, takes the course of increasing the labor expenditures, as is occurring, for example, at the present time in connection with the reform of the general-educational and vocational school system. From this, however, it does not follow that the subject-forming activity does not possess reserves for reducing the expenditures of labor. The chief reserves of this kind are the raising of the

level of organization of labor, the improvement of its technical equipment, and, finally, the development of the processes of dividing labor and of cooperative efforts in labor, for example, the creation of specialized trusts for repairing and maintaining facilities (schools, hospitals, scientific institutions), combined material-technical supply services, and computer centers.

Yet another aspect of improving the subject-forming activity is the regional aspects of the proportionality, especially those that are vitally important from the positions of increasing the effectiveness of social production as a whole. The intensification of production in such regions as Uzbekistan frequently relies upon the insufficiently developed subjective factor. The overcoming of the relative lag in the level of development of the subject-forming activity in Uzbekistan requires the intensification of the social aspects of the national-economic plans. A factor which, in our opinion, is of special importance for the conditions of Uzbekistan is the construction of interschool production-training centers. Another area that would guarantee the increased efficiency of subject-forming activity is the improvement of the planning of the social development of the labor collectives.

FOOTNOTES

1. See: "Materialy XXVI s"yezda KPSS" [Materials of the 26th CPSU Congress], Moscow, 1981, p 201.
2. Computed from: "Narodnoye khozyaystvo Uzbekskoy SSSR, za 60 let" [National Economy of the Uzbek SSR in 60 Years], Tashkent, 1984, pp 186, 225.
3. See: "Materialy XXVI s"yezda KPSS", p 137.
4. See: "Narodnoye khozyaystvo SSSR v 1983 g." [USSR National Economy in 1983], Moscow, 1984, pp 89, 528.
5. See: PRAVDA, 24 October 1984, p 2.
6. See: "Itogi Vsesoyuznoy perepisi naseleniya SSSR" [Results of the Nationwide USSR Population Census], Moscow, 1973, Vol 5, p 224.

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LABOR

BETTER ORGANIZED RECRUITMENT URGED TO HELP LABOR SHORTAGE

Moscow SOTSIALISTICHESKIY TRUD in Russian No 4, Apr 85 pp 78-83

[Article by S. Petrov: "Organized Recruitment of Workers and a Public Appeal to the Youth: New Conditions and Tasks"]

[Text] The rapid industrial development of the country's eastern and northern regions, the establishment there of territorial production complexes, and the construction of important national economic projects in other regions as provided for by the Fuel and Power and Food Programs require the active influence of society on the process of shifting the personnel in public production and the population about the country's territory. The redistribution of manpower in this case acts as a tool to overcome the strain in the manpower resources balance which has taken shape in certain union and autonomous republics, krays and oblasts and to ensure harmonious development of the socialist economic system.

The organized recruitment of workers and a public appeal to the youth are important sources for meeting the demand for personnel by the country's largest enterprises and construction projects. Their role is especially great in providing the manpower for organizations which are carrying out the construction of projects in power engineering, metallurgy, machine building and certain other sectors, as well as in staffing enterprises of the lumber and fishing industries. By means of organized recruitment and a public appeal, the spare manpower resources of republics in Central Asia and the Caucasus are being involved in development of the natural resources of the Far North, Siberia and the Far East and in the construction and development of capacities at the most important projects in other regions of the country with an inadequate labor force, and the state's influence on migration processes is being reinforced.

One of the principal reasons for the inadequate effectiveness of the work being conducted in this direction has been that its regulating documents and the existing benefits for workers were for the most part developed and established at the end of the 1940's to the mid-1950's and have not corresponded to the changed conditions of economic operation. They have not taken into account to the full extent the increased employment of manpower resources and the increased level of prosperity and educational and vocational preparation of the able-bodied population.

The decree approved by the CPSU Central Committee and the USSR Council of Ministers "On measures to further improve the organized recruitment of workers and a public appeal to the youth" is an important document aimed at improving the management of manpower resources in the current stage of development of the USSR's national economy.

Substantial changes were introduced by the decree in the procedure for planning the work cited. Together with the annual targets for organized recruitment among republics, such targets also will be established in the USSR state plans for economic and social development for a 5-year period for union republics. The All-Union Komsomol Central Committee, in accordance with an agreement with the USSR Gosplan and the USSR Goskomtrud [State Committee for Labor and Social Problems], also will form a list for the 5-year period of key All-Union Komsomol construction projects, the labor force of which is supposed to be provided basically through a public appeal. This will make it possible, taking into account the status of manpower resources for a more extended period, to determine the regions of worker recruitment and movement and to coordinate the amount of redistribution of the labor force with other indicators of plans, first of all with those which require a definite time to be realized and often are not confined within 1 year. Primarily these concern the determination of capital investments for housing and cultural and domestic construction, the volume of construction and installation operations, and the allocation of funds to establish an instructional and production base and funds for the vocational training and retraining of the arriving workers. The 5-year targets will help to establish long-term ties of the labor organs and Komsomol organizations which are sending the workers with the enterprises and organizations which are receiving them.

The annual plans for economic and social development of the USSR will stipulate the targets for union republics in the procedure for organized recruitment into the construction and installation ministries of the USSR, the USSR Ministry of Power and Electrification, the USSR Ministry of the Coal Industry, and the USSR Ministry of Land Reclamation and Water Resources. The centralized establishment of targets for these ministries for the assignment of workers under a system of organized recruitment stems from the necessity of coordinating the volume of operations being carried out with the possibility of providing workers, as well as from the fact that many projects often are built in sparsely settled regions and as a rule it is more difficult to staff construction organizations, unlike industrial enterprises, through local manpower resources. In this regard, the proportion of 'orgnabor' [organized recruitment] in organized sources to meet the additional demand of construction organizations for manpower reaches 20 percent, and it is even substantially higher for some of the most important ministries: for example, it is 32.4 percent for the Ministry of Power and Electrification, 27 percent for the Ministry of Transport Construction, and 24.5 percent for the USSR Ministry of Industrial Construction.

The councils of ministers of union republics have been instructed to develop and consolidate the targets for the councils of ministers of autonomous republics and krayispolkoms (oblispolkoms) in annual plans for the interrepublic and interoblast assignment of workers under the system of

organized recruitment. This measure is aimed at improving the interterritorial redistribution of the labor force. Up to the present less than 30 percent of the workers assigned under organized recruitment have moved outside the boundaries of union and autonomous republics, krais and oblasts. The tendency toward preferential development of intra-oblast recruitment, which frequently has become recruitment within a rayon and within a city, has run counter to the basic purpose of organized worker recruitment--to ensure the territorial and sectorial redistribution of the labor force for the newly developed regions with insufficient manpower, as well as to enlist personnel for the construction of the most important national economic projects in other localities.

Expansion of the rights of the councils of ministers of autonomous republics and the ispolkoms of local soviets of people's deputies has been stipulated in planning the targets for the organized recruitment of workers for enterprises and construction projects which are located in the territory of a given autonomous republic, kray or oblast. The plans for assignment of workers in accordance with organized intra-oblast recruitment will be developed and approved by the councils of ministers of autonomous republics and krayispolkoms (oblispolkoms) for the enterprises and organizations situated in the territory of a republic, kray or oblast, with the exception of construction and installation organizations of USSR construction ministries, the USSR Ministry of Power and Electrification, the USSR Ministry of the Coal Industry, and the USSR Ministry of Land Reclamation and Water Resources. This will make it possible to resolve directly on the spot, with more substantiation and more efficiently, the problem of conducting organized recruitment of workers for certain enterprises and construction projects or to meet their additional demand for manpower with the unoccupied population or young persons who have completed secondary general education schools, or to take steps to improve personnel services and reduce the turnover and stabilize production collectives.

It was determined that the union republics' state committees for labor and their organs locally conduct the organized recruitment of workers. The labor organs conclude contracts for a definite period of time with the citizens that are being assigned on behalf of the enterprises and organizations.

A public appeal to the youth is being carried out by Komsomol organizations. They are issuing Komsomol travel authorizations to young men and women. The decree cited establishes that if the young workers wish they may conclude labor contracts for a definite period of time upon their arrival at the work place. The All-Union Komsomol Central Committee also will be organizing a public appeal to young persons among servicemen transferred to the reserve.

With the aim of ensuring preference in providing worker personnel for construction and the operation of enterprises and projects which as a rule are among those of national economic importance, the managers of enterprises, institutions and organizations should expeditiously release from work the persons who expressed the desire to leave for work under the system of organized recruitment and a public appeal.

The production and housing and living conditions, as well as the opportunity to acquire a vocation and the increase in skill which the enterprises and construction projects which are accepting the workers have at their disposal, exert a great influence on the formation of stable labor collectives and consolidation of personnel, including the workers arriving under the system of organized recruitment and a public appeal. However, in practice individual ministries, departments, enterprises and construction projects have been considering the organized recruitment and public appeal as a guaranteed source for replenishing the labor force which does not require particular attention and concern on their part. For this reason, they have not always provided the necessary production and housing and living conditions for the arriving workers. Frequently they simply compensated for the outflow of personnel through organized recruitment and the public appeal, but did not ensure the required increase in their number. As investigations and inspection materials at individual enterprises and construction projects have shown, up to 30 percent of the workers who arrived under the organized recruitment and public appeal have been leaving within the first year of work because of dissatisfaction with working conditions and labor organization, living conditions, shortcomings in everyday services, and organization of leisure activities. Some ministries and departments, enterprises and organizations which are receiving the workers have at times been poorly prepared to receive them and have delayed construction of social, cultural and domestic projects. This is why the decree cited obliges ministries and departments to ensure preparation to receive workers in accordance with organized recruitment and the public appeal and to create the necessary production and housing and living conditions for them, as well as the conditions to acquire vocations and increase their skill.

In recent years the qualitative composition of workers assigned in accordance with organized recruitment has changed. The proportion of young persons 18 to 29 years of age, which now consists of about 65 percent, has been increased. Of the total number of workers who have concluded labor contracts under organized recruitment, 90 percent have a secondary or incomplete secondary education, and about 35 percent are being assigned in accordance with their specialties and the specialties required for enterprises and construction projects. Among the young persons being assigned under the public appeal, persons 18 to 25 years old predominate. They make up more than 80 percent of the total volume.

The All-Union Komsomol shock detachments are the most effective form of organization. The assignment of young workers as detachments makes it possible to perform special-purpose tasks and to concentrate the work force on projects under construction, promotes better adaptation by the young people to new conditions, and gives a stable character to the Komsomol organizations' sponsorship of their envoys. Not only the quantitative composition but the vocational composition is planned in organizing such detachments. More than 50 percent of the young persons being assigned are skilled workers. In the majority of cases the principle of selecting workers by the specialties needed for construction organizations is observed.

An important condition in forming stable production collectives and improving the consolidation of workers arriving under organized recruitment and the public appeal is an increase in the proportion of persons who have families. This also is important because the newly developed economic regions need the formation of a permanent population which would later, through their own reproduction of manpower resources, fill the additional demand for personnel taking shape there. Enterprises and construction projects also are concerned with establishing stable labor collectives. However, this problem may be resolved only through the preferential assignment of family workers which already have the necessary skill and vocational experience. At the same time, enterprises and organizations have been oriented toward hiring single men since they were able to offer only dormitory facilities to live in. This has led to a disproportion in the pattern of population in localities where large national economic projects are being built. Often the overwhelming majority of workers who have families have returned to their previous place of residence after a certain period of time.

The limited assignment to new construction projects of young families is a serious shortcoming in the organization of organized recruitment and the public appeal. Increased construction of dwellings for small families would make it possible to satisfy the vast number of requests by young families for assignment to new construction projects and would contribute to the establishment of stable labor collectives.

The hiring of workers with families or with families arriving later within a year is one of the basic directions for better consolidation of personnel being received in accordance with organized recruitment and the public appeal. It was determined by the decree that when targets are established in accordance with the organized recruitment of workers and the public appeal, the labor organs and Komsomol organizations should stipulate a consistent increase in the assignment of workers with families.

The decree stipulates reinforcement of the responsibility of ministries, departments, and managers of enterprises and organizations which receive workers in accordance with the organized recruitment and public appeal system for the hiring and the labor and housing and living arrangements, as well as for creating conditions for highly productive labor, for acquiring a vocation and increasing skill.

If the enterprises and organizations do not fulfill the conditions established for the hiring and movement of workers or permit the established limit of the number of personnel to be exceeded, the councils of ministers of union republics and the All-Union Komsomol Central Committee, in conformity with the decree cited, have the right to stop or suspend the assignment of workers to them. In the process, the volume planned for release under organized recruitment and the public appeal to youth may be redistributed to other enterprises and organizations. For the construction and installation organizations of USSR construction ministries, the USSR Ministry of Power and Electrification, the USSR Ministry of the Coal Industry and the USSR Ministry of Land Reclamation and Water Resources, the changes indicated are coordinated with the USSR Gosplan.

The decree stipulates that persons assigned to work in another locality (another settlement in accordance with existing administrative and territorial division), under the organized recruitment or public appeal system, be paid for the cost of the trip for the worker and members of his family (except for cases when management provides the corresponding funds for the transfer): by rail, in a reserved (sleeper) car; by waterway, in staterooms paid in accordance with wage rate groups 5 through 8 on ships of the maritime fleet, and in Category 3 staterooms on river fleet ships; on highways and dirt roads, by common-use vehicle transport (except taxi); and by air transport, at the rate for ordinary class.

The norms for payment of expenses to ship property by rail, water or motor vehicle transport has been increased for each worker from 240 to 500 kilograms, and for each family member being moved from 80 to 150 kilograms. When the types of transportation indicated are not available, expenses for shipping property by air transport may be paid from the railway station nearest to the place of work or from the nearest maritime or river port which is open for navigation at the given time.

For each day en route, persons assigned to work under the organized recruitment or public appeal system will be paid per diem of 2 rubles 60 kopecks, whereas they were paid 1 ruble previously, and when they are moved to regions in the Far North and to localities comparable to these regions, as well as to Maritime Kray, Khabarovsk Kray and Amur Oblast, they will be paid 3 rubles 50 kopecks instead of the 1 ruble 50 kopecks they were paid previously.

Single rates have been established under the organized recruitment and public appeal for lump sum monetary grants given to workers who have concluded a labor contract for a definite period of time, and it was determined as well that each family member who is moved is to be given a grant of one-quarter of the amount received by the worker himself. The rates of grants paid to workers are differentiated according to the location of enterprises or organizations which receive the workers and the sector of which they are a part. Grants of the maximum amount--the 2-month wage rate (2-month salary)--for the new place of work will be given to workers assigned to enterprises and organizations located in regions of the Far North and to localities comparable to these regions, when they have concluded a labor contract for 3 years; when they are assigned to islands in the Arctic Ocean, except islands in the White Sea, the contract is for 2 years. A grant of 200 rubles will be given to workers who have concluded a labor contract for a 2-year period for work in construction and installation organizations located in all regions of the country; at lumbering, timber-handling and timber rafting enterprises and chemical wood processing industries of the USSR Ministry of the Timber, Pulp and Paper, and Wood Processing Industry located in heavily forested regions of the country; and at enterprises of the USSR Ministry of Light Industry located in regions of the North, Siberia, the Far East and the Urals.

Workers who have concluded a 2-year labor contract for work at enterprises and in organizations (except those cited above) located in Guryev, Kurgan, Mangyshlak and Chelyabinsk oblasts and in autonomous republics, krays and oblasts of Siberia, the Far East and the Non-Chernozem Region of the RSFSR

will be given a grant of 100 rubles; the grant will be 60 rubles in other regions.

If a worker has concluded a labor contract for 1 year, he will be given a grant of one-half the amount; if the contract is for the season, the amount will be 20 rubles. A lump sum grant is given in the full amount when a labor contract is renewed by workers for a second period.

Such a differentiation in grant amounts will make it possible to provide preferential conditions for attracting workers to the country's northern and eastern regions where there is a scarcity of manpower resources, as well as to construction and installation organizations and lumbering enterprises, which often experience difficulties in providing personnel because of the lack at their location of manpower resources sufficient for full staffing of the labor force. It should be noted that the amounts of grants being given to workers assigned in accordance with the public appeal have been substantially increased when they have concluded a 2-year labor contract for work in construction and installation organizations--from 100, 60 and 30 rubles, paid previously depending on the location of construction projects, up to 200 rubles. The amounts paid to workers assigned in accordance with organized recruitment for a 1-year period have been increased from 30 and 15 rubles up to 100, 50 and 30 rubles, also depending on the region and the sector to which enterprises and organizations belong. Increasing the amounts of grants being given to workers assigned under the organized recruitment or public appeal system will be a substantial incentive to attract personnel to projects of the national economy which are experiencing a shortage of manpower.

When a labor contract for a specific period is concluded, in addition to a lump sum grant given to workers who come to work in accordance with the public appeal and who worked previously at enterprises and in institutions and organizations, servicemen transferred to the reserve are given a lump sum grant in the amount of the monthly wage rate (salary) for the new place of work. This payment is aimed at providing financial assistance to young workers who frequently do not have the necessary production experience and high skill.

In moving to a new place of residence, workers will incur definite financial expenses in connection with work interruption to prepare for the trip and arrangements at the new place, as well as while en route. The decree provides for reimbursement for these expenses by the enterprises and organizations receiving the workers by paying their wages based on the wage rate (salary) at the new work place for the days preparing for the trip and settling at the new place of residence, but not more than for 6 days, as well as for the time en route. When workers who arrive under the organized recruitment and public appeal system acquire a family, they may receive a loan to set up a household in the amount of 200 rubles, to be repaid within a year and a half.

It has been established that the family members for whom compensation is paid are the husband and wife, as well as the children and parents of the husband and wife who are their dependents and are living with them. Members of a worker's family are paid for the cost of the trip and shipment of their possessions, as well as given a lump sum monetary grant if they move to the

new place of residence before expiration of 1 year from the day that housing accommodations are provided for the worker who has concluded a labor contract to work at an enterprise or in an organization for a period of no less than 2 years. This is called for because enterprises and construction projects cannot always have the living space necessary to house the worker's family by the time that the worker arrives. All expenses to compensate the workers are paid by the organizations which accept them.

The decree also has stipulated mutual responsibility of the sides for observance of the conditions of the labor contract. In particular, enterprises and organizations are obliged to provide living space for workers sent under the organized recruitment or public appeal system and their family members upon their arrival at the place of work. In case they are not prepared to receive the workers (and their family members) or refuse to accept them, enterprises and organizations pay them for the cost of the trip to the previous place of residence and expenditures to ship their possessions, as well as per diem for the worker's time en route. Officials guilty of unjustified refusal to accept workers or of being unprepared to receive them are made answerable in the established procedure.

If a worker has not appeared for work or has refused to begin work without a valid reason, or if he has left of his own accord without a valid reason before completion of the term of his labor contract, or he was dismissed for culpable actions which were the basis for termination of the labor contract in accordance with the laws, he is obligated to return in full the funds that were paid to him. In the event that a worker has not appeared for work or has refused to begin work for a valid reason, he is obligated to return the funds paid to him for deduction of the trip expenses already incurred.

Upon completion of work under a labor contract for a fixed period, enterprises and organizations pay the workers and their family members the cost of the return trip to their place of permanent residence. The cost of the return trip also is paid in the event that workers are released from work in connection with a decreased demand for personnel.

Measures are stipulated in the decree to replenish with personnel the subunits of labor organs engaged in organized recruitment, for supervision by the union republics' communist party central committees and councils of ministers over fulfillment of targets under the system of organized recruitment and the public appeal among republics, and for improving dissemination of information among the public on the forms of manpower resources redistribution cited. Changes are being inserted in the normative documents in effect on matters of organized recruitment and public appeal, and the individual directive documents are being rescinded since the measures stipulated in them have a new qualitative reflection in the decree.

The most important problem for the national economy is redistribution of the labor force principally from the regions of Central Asia and the Caucasus. Organized recruitment and the public appeal must play a decisive role here. They also should be considered as one of the forms of training their own skilled worker personnel among the youth of the indigenous nationality. For this reason, in the coming years it is necessary to radically improve work in

all the republics of Central Asia and the Caucasus for organized redistribution of the labor force to other regions in the country, devoting particular attention to territorial mobility of the local population. The mass media, especially radio, television and the press, have been called upon to play a special role in this work. The decree orders that their work in propaganda to enlist young persons on a broad scale to develop the natural resources of the Far North, Siberia and the Far East and to take part in construction of the most important national economic projects in other regions of the country be stirred to greater activity.

The decree cited is a most important document of the party and the government aimed at improving the process of managing the country's manpower resources. It will contribute to improvement in providing the national economy with worker personnel, and will increase the socioeconomic importance and authority of these forms of redistributing the labor force among the working people.

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LABOR

SHORTER TIME BETWEEN JOBS RELIEVES LABOR SHORTAGE IN BSSR

Moscow SOTSIALISTICHESKIY TRUD in Russian No 4, Apr 85 pp 73-78

[Article by V. Bachilo, deputy chairman, Belorussian SSR State Committee for Labor and Social Problems: "Registration and Employment of the Temporarily Unemployed Population (The Novopolotsk Experiment)"]

[Text] The adverse demographic situation that has developed in Belorussia requires the rational distribution, redistribution and effective utilization of all available labor resources.

It is especially important to promptly employ in social production those members of the able-bodied population who temporarily avoid socially useful labor on one pretext or another. Their potential number is still while large, especially in large industrial centers. A substantial percentage of them change jobs frequently. Studies and checks reveal that only half of them spend less than 2 weeks between jobs and that the other half are 30 days or more between jobs. The time between jobs is especially high (usually several months) in the case of persons who have been fired for violations of labor discipline.

The temporarily unemployed category includes youth who have completed general education school and are not continuing their studies; youth who have been dropped from the rolls of educational institutions and are in no hurry to find a job or are even actively avoiding socially useful work. This category also includes graduates of educational institutions who are not working in the jobs to which they have been assigned or are given the right to find employment on their own. Considering the fact that Belorussian higher and secondary specialized educational institutions and vocational-technical training schools alone graduate more than 165,000 persons and that not all of them are employed immediately, the number of unemployed people who are needed by the national economy becomes obvious. Socially useful work dodgers also include so-called "shabashniki" (moonlighters) who try to earn enough so they do not have to work in the winter) and certain other people who are entirely fit for work.

Unfortunately, the executive committees of the local Soviets of People's Deputies, administrative agencies and labor agencies do not as a rule have data on temporarily unemployed citizens. The fact that these data are not recorded makes it impossible to promptly identify people who are dodging

socially useful labor and to take steps to employ them. Temporary unemployment not only means the loss of thousands of working hands needed by the national economy, but also frequently leads to social evils, to various violations of socialist legality. We cannot be reconciled to this.

Of course, we have fought and continue to fight such negative phenomena within the legal framework. However, under the existing conditions, the joint effort of local Soviet organs, enterprises, organizations, institutions, and the public is essential. The experience of the Vitebsk Oblast city of Novopolotsk in keeping complete records on the movement of all the city's labor resources is of interest in this regard.

The city's system for recording the movement of labor resources did not come into being all at once. It was preceded by a great deal of work by party, Soviet and labor organs. A large role in this respect also belongs to the Novopolotsk Employment Office. In the 8 years it has been in existence, its staff has developed good business relations with all enterprises and organizations in the city. Many of them have received practical assistance with staffing, especially during the period of expanded production. Thus, the office was instrumental in staffing a protein-vitamin concentrate plant. The office is continuously helping the "Polimir" and "Nefteorgsintez" production associations, the city's building sites, organizations in the service sphere, etc. In the years the office has been in operation, more than 20,000 persons have used its services.

The system for recording the movement of labor resources is intended to increase the effectiveness of the utilization of the city's manpower in general by continuously monitoring individual movements of the personnel of enterprises, organizations and institutions, by finding employment for youth who have completed general education school and have left educational institutions; for citizens arriving in the city with the intention of taking up permanent residence; and by monitoring the effectiveness of preventive work with people who are inclined to be spongers and who change jobs frequently without good reason. It should be noted that the introduction of the system was not occasioned by any manner of extraordinary circumstances. Novopolotsk is not worse than other cities with respect to the utilization of manpower, its rational distribution and redistribution. The percent of employment of the able-bodied population in Novopolotsk is one of the highest in the republic.

The system is of a largely preventive nature. In addition to improving the utilization of the city's labor resources in general as well as at every enterprise, in every organization and institution, the system also promotes the strengthening of labor and production discipline, the improvement of the work of all levels of management, the improvement of living conditions and the effectiveness of ideological education work. In our opinion, the essence of the Novopolotsk experiment consists specifically in its integrated approach to the solution of problems that would appear to exist on a multitude of levels.

This work is coordinated by a commission for the utilization of labor resources that operates under the executive committee of the city Soviet of People's Deputies; the commission is headed by a deputy chairman of the

executive committee. The commission's work is planned. It meets at least once every 2 months. The commission monitors the observance of manpower ceilings and the utilization of manpower. It also conceptualizes and disseminates the positive work experience of social personnel departments of enterprises and organizations. For example, last September members of the commission conducted a check everywhere of the application of legal measures to persons discharged for absenteeism and other violations of labor discipline. The findings of these checks are usually examined at commission sittings and some of them are submitted to the executive committee of the city Soviet of People's Deputies for discussion.

The commission has formed a special group to deal with such routine matters as the employment of citizens who have been dismissed for absenteeism and other violations of labor discipline and of persons who quit their jobs twice or more in the same year. The group consists of employment office personnel and a chief who is also deputy chairman of the gorispolkom [city executive committee] commission for the utilization of labor resources.

This is connected with the fact that the city has instituted the procedure that people are as a rule hired through the employment office which has well-organized ties with the personnel departments of industrial enterprises, economic organizations, educational institutions as well as with the passport division and inspection service of the gorispolkom's department of internal affairs. In practice, these ties are maintained by a system of cards that are used to record the movement of labor resources. Cards are kept on four different categories of people: (1) persons who have been dismissed from their jobs; (2) persons who have been dropped from the rolls of educational institutions; (3) persons who have arrived in Novopolotsk with the aim of becoming permanent residents; and (4) all able-bodied citizens.

The system for keeping track of the movement of labor resources is roughly as follows. Within 3 days of a worker's dismissal from an enterprise, the enterprise personnel department fills out a card that in addition to basic information on the dismissed worker also indicates the reason for dismissal and, if possible, his future intended place of employment and sends it to the employment office. The employment office keeps this card in a suspense file for 3 weeks. If during this time information is received that a given citizen has found work, the card is closed out with the appropriate notation and placed in the office's permanent file. If such information is not forthcoming, the card is sent to the section inspector's service of the city executive committee's department of internal affairs. The service ascertains the reason for the delay in obtaining employment and informs the employment office accordingly. If necessary, it issues a warning, listing the employment deadline or indicates when a follow-up check should be made. The office also receives cards on persons who have been dropped from the rolls of educational institutions or who have left these institutions due to family circumstances, and on persons arriving in the city with the intention of taking up permanent residence.

During 1984, the office received 3771 cards on citizens who were not working; 2794 were placed in jobs, and 699 left the city. Some of the cards on work dodgers were sent to the inspection service of city executive committee's

department of internal affairs. A check revealed that most of the people surveyed found work in the neighboring town of Polotsk (a similar system had not yet been instituted there and information was not sent to the employment office), that many of them went elsewhere, and that some of them found employment at enterprises and in organizations in Novopolotsk, but due to the lack of discipline of some enterprise personnel section staff members, there was a considerable delay in sending cards indicated the hirings to the employment office. This meant that the city executive committee's department of internal affairs had to perform additional work to find these people.

The firm conviction in Novopolotsk is that successes in the struggle to strengthen socialist discipline are possible only with the mobilization of numerous activists and the broad public and with painstaking everyday work in all directions simultaneously. This work is organized and carried out by the city's party and Soviet organs. Following the decree of the CPSU Central Committee, USSR Council of Ministers and All-Union Central Council of Trade Unions "On the Further Strengthening of Labor Discipline and the Reduction of Personnel Turnover in the National Economy," the heads of many enterprises exercised their right to fire violators of labor discipline and the number of persons dismissed for this reason increased substantially. Refusals to hire such people also became more frequent. As a result, the number of discipline violations at the majority of city enterprises decreased. However, the situation worsened throughout the city as a whole. Many of those who were dismissed did not work anywhere for several months, began to swell the ranks of the lawbreakers and, most important, were not surveyed.

The introduction of the system for recording the movement of labor resources made it possible to establish ties between the personnel departments of enterprises and organizations, educational institutions, the employment office and the city executive committee's department of internal affairs and to discourage rolling stones, lawbreakers and spongers on the scale of the entire city. Preventive work was significantly improved at enterprises and in organizations with people who unjustifiably change jobs frequently and who dodge socially useful labor. Measures to coerce this category of the population into going to work were applied more frequently. Collectives began exerting a stronger influence on violators of discipline and law and order. Thus, the "Polimir" Production Association keeps a continuous check on persons inclined to break the law and organizes individual preventive work with them and with families that are given to quarreling and that do not give proper attention to rearing their children. The city has four volunteer-staffed law and order maintenance centers that conduct social education work with morally unstable people at their place of residence.

All this made it possible to significantly strengthen labor discipline and public order in Novopolotsk. And this is particularly important. The existence of gigantic, highly sophisticated petrochemical, chemical, microbiological and power enterprises in the city demands the strictest order and highest degree of organization because the slightest carelessness, the slightest lack of discipline can result in enormous losses. There are also other reasons. Novopolotsk is a young city. The average age of its population is 28-29 years and population growth is high. Many production collectives are in the formative stage and relations between people are not so

stable and non-traditional. This means that all levels of management must concentrate on the struggle to strengthen organization and order.

The system for keeping track of labor resources has made it possible to find employment in a short period of time for every able-bodied citizen coming to the city with the aim of becoming a permanent resident. The ideological and educational aspect of the matter is no less important. The system is instrumental in improving organizational and ideological-educational work both in labor collectives and at the place of residence. It not only helps to identify rolling stones, absentees and dropouts, but also to maintain tighter surveillance over them. Analysis of the cards makes it possible to identify labor collectives in which an adverse situation has developed and to outline the necessary measures for correcting the situation.

Now that dismissals are under control, each violation of public order, labor and production discipline is carefully analyzed. And if it is found that all measures for influencing a violator have not been exhausted and that the violator was simply gotten rid of so that he would not spoil the general indicators, the gorispolkom commission for the utilization of labor resources sends him back to his old enterprise. But he is given a less prestigious or a lower paid job. The same treatment is accorded rolling stones who quit their jobs without objective reasons.

Before the system was introduced, the employment of one-fourth of the Novopolotsk citizens quitting their jobs without good reason and using the services of the employment office was interrupted because they were unable to find a new job for 3 weeks. With the introduction of the system of reporting and employment, interruptions in the continuous employment of citizens for reasons beyond their control became a rare exception because the employment office and the commission for the utilization of labor resources keep a close check on the deadlines for filing documents associated with dismissals and hiring. The employment office is now able to place people in jobs five times faster than previously. The result was a saving of 44,300 man-days in 1984. Manpower turnover in city industry was 8.3 percent last year instead of 8.8 percent for the same period in the previous year and losses of working time per 100 workers were 0.1 and 0.12 percent, respectively. There was a decline in the number of persons quitting their jobs. Absenteeism in industry and construction in 1984 alone declined by 18.6 percent compared with the same period in 1983.

In 1984, 64 of the 93 spongers detected in the city went to work; several persons were prosecuted or forced to participate in alcoholism treatment programs. There were also some who considered it prudent to leave Novopolotsk. The effectiveness of measures to register and employ unemployed citizens was also expressed in the fact that people who had never worked anywhere before come to the employment office or the gorispolkom department of internal affairs of their own volition and request assistance in finding a job.

Novopolotsk residents approve the effort to strengthen socialist discipline and public order and actively participate in the movement for a model city, for the fulfillment of plans and socialist pledges. In 1983, for example,

industry fulfilled the year target for the principal technical-economic indicators 4 days ahead of schedule and sold 20 million rubles' worth of products in excess of the plan. Industrial production quotas were also met in 1984 and with a smaller work force. Construction organizations and transport, trade, public catering and consumer service enterprises are coping with their targets.

Of course, the Novopolotsk system for recording the movement of labor resources is not perfect and still needs considerable improvement. But on the whole, even now it is deserving of attention. The BSSR State Committee for Labor and Social Problems has studied this experiment and it has been approved by the Bureau of the Belorussian CP Central Committee. The appropriate republic ministries and departments and executive committees of local Soviets of People's Deputies have been instructed to use it widely, especially in cities that have employment and public information offices. With the subsequent development of a network of offices, this system will be introduced in other cities and regions throughout the republic.

Last October a one-day seminar-meeting was held in Novopolotsk. Its participants included secretaries of city party committees, deputy chairmen of city executive committees, and staff members of republic labor and internal affairs organs.

In connection with the introduction of the Novopolotsk experiment in other republic cities starting in January 1985, the BSSR State Committee for Labor and Social Problems drafted and the Belorussian CP Central Committee approved the statute on the procedure for identifying, registering and employing the unemployed able-bodied population and persons avoiding socially useful labor in the Belorussian SSR. The statute defines the obligations of state, cooperative and social enterprises, institutions and organizations pertaining to the exchange of information on the movement of labor resources and the migration of the population, to job openings and vacancies for engineering-technical personnel and white-collar workers and contains rules regarding the registration and employment of the able-bodied population, their assignment to labor collectives and the reeducation of persons with an inclination toward parasitism.

Preparations for introducing the Novopolotsk experiment have been completed in all cities in which employment offices are operating. Meetings of heads of enterprises, organizations and institutions on this question have been held under the leadership of party organs. The BSSR State Committee for Labor and Social Problems prepared and sent out recommendations on principles governing work under the new method and blank information cards and has trained employment office personnel and members of the personnel services of enterprises, organizations and institutions.

At the same time, difficulties are also encountered in the process of introducing this experiment. This is primarily because only one-fourth of the republic's cities have employment and public information offices, while the rest of the cities and rayons do not have employment offices. Since the system for controlling the movement of labor resources cannot function without the active participation of the offices, it cannot be introduced everywhere

without expanding the network of offices. In some cases, the staff of the existing employment offices must be increased because the present staff is practically unable to handle all the work involved in identifying, registering and finding jobs for the unemployed population especially in large cities with large migration of manpower and population. In the process of dealing with these questions, city employment and public information offices can and must become a key link in the organized redistribution and effective utilization of labor resources.

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EDUCATION

LATVIAN SSR EDUCATION MINISTER ON FIRST YEAR OF SCHOOL REFORM

Riga KOMMUNIST SOVETSKOY LATVII in Russian No 5, May 85 pp 66-73

[Article by A. Buylis, LaSSR minister of education, under rubric "Questions of Culture": "The First Year of the School Reform"]

[Text] A year has passed since our country began to implement the Basic Directions in the Reform of the General-Educational and Vocational School System. One can already mention the first steps in the carrying out of the requirements of the reform, and the gradual creation of the material prerequisites for resolving the next tasks that have been posed before the school system. During that time a large amount of organizational work has been done to determine the specific paths for fulfilling the school reform program that was set down in the Basic Directions and the subsequent decrees of the CPSU Central Committee and the USSR Council of Ministers. Those documents were discussed at plenums of the party's city and rayon committees, at sessions of the Soviet's of People's Deputies, in labor collectives, and in schools. Plans for implementing the reform were worked out by schools, production collectives, and by our republic as a whole.

The commission of the Central Committee of the Communist Party of Latvia [LaCP] on the reform of the general-educational and vocational school system, which coordinates and supervises the rate of reorganization of the work performed by the public education system, has been working actively. At sessions of the commission, in particular, oral reports were given by the administrators of a number of ministries and departments concerning the implementation of the reform, the creation of a training-materials base, and the selection of cadres for the labor indoctrination and instruction of the students. A large amount of work is being carried out the commissions to coordinate the activity of all the interested organizations, which commissions were created under every party rayon and city committee. With their participation, plans have been worked out for the cooperation between the schools and the base enterprises. At the present time their attention is concentrated on how those plans are being carried out in the practical situation.

During the past year, in the republic as a whole, the development of the first-priority and long-term measures in the reform of the school system has been completed. The local Soviets determined the base enterprises

(organizations) for the labor instruction and indoctrination of the students in all the general-educational schools, and for involving the schoolchildren in socially useful, productive labor. For the gradual changeover to the instruction of children starting at the age of 6 years, provision has been made for the construction of new preschool institutions and the creation of additional structures to be added onto school buildings. Whereas in 1984 the republic's preschool institutions were provided, on the average, for 57 percent of the children between the age of one year and 6 years (in cities, 70.1 percent and in rural areas, 31.8 percent), in 1990 as a result of the implementation of the construction plan, preschool institutions will be able to accept 75 percent of the children of that age group (in the cities, 84 percent, and in rural areas, 53 percent).

The LaSSR Ministry of Agriculture has posed the task of creating children's preschool institutions on all kolkhozes and sovkhozes. On those farms where there are not too many children, it is planned to combine funds on a cooperative basis in the construction of preschool institutions. For example, last year in Ruiyena a kindergarten was built by the efforts of two kolkhozes and one sovkhoz. That kind of work is also being carried out on a planned basis in Dobel'skiy, Salduskiy, and other rayons. In Rizhskiy, Talsinskiy, and Kuldigskiy rayons 40-45 percent of the children of preschool age are already attending kindergartens.

The local Soviets, having studied the opportunities for providing the schools with additional facilities in connection with the changeover to instruction starting at the age of 6 years, selected the alternatives for resolving that problem which are the most efficient ones under the specific conditions. In some instances it was the creation of additions to the schools; in others, the expansion of their area by offering apartments to the teachers and technical workers who, not infrequently, live in the school accommodations. At the present time it is necessary to intensify the organizing work and the daily monitoring of the fulfillment of what has been planned.

One of the most difficult questions is the providing of housing for the teachers. At the present time 7600 teachers in our republic need new housing or need better everyday-living and housing conditions. The providing of housing for teachers, as stipulated by the plans for the implementation of the school reform in the rayons and cities, does not cover these needs. Therefore the resolution of this question requires the taking of additional steps on the part of the local Soviets.

In conformity with the requirements of the school reform, the construction plans for the building of new schools have been re-examined. Those construction plans stipulate the necessary accommodations for the six-year-olds, well-equipped labs, and gymnasiums. Construction plans have also been developed for structures to be added onto various types of schools.

The LaSSR Council of Ministers, after an attentive study of the proposals of the local Soviets, in December 1984 assigned to each school its base enterprise or organization. A total of 1353 enterprises and organizations became base enterprises or organizations. All branches of our republic's national economy were included among them. This makes it possible, when

preparing the students for labor, to take into consideration both the needs of the republic's national economy and the interests of the students themselves.

The schools and the base enterprises already have at their disposal all the basic documents that are needed to start up the labor instruction of the students and to assure their participation in productive labor. A statute governing the base enterprise has been developed and approved. In that statute, there is a precise definition of its tasks to assure the labor instruction and involvement of the schoolchildren in socially useful, productive labor, and the creation of the material basis that is necessary for that purpose. A list of occupations that the children can learn has been approved; it contains 768 broad occupations. The schools and base enterprises are currently completing the selection of the occupations that best conform to the local conditions and are beginning to create and equip the training shops, sectors, and shops, and to select the vocational-instruction experts. There is no longer any lack of clarity concerning the payment of the labor performed by the students during their labor instruction and practical production work -- a statute dealing with that question has been approved.

In a word, we have the basic practical landmarks in the chief area of the school reform -- the combining of instruction and productive labor. Now we must have initiatory and purposeful organizational and pedagogical work, the accumulation of concrete experience, and the search for the best forms of that work. In a year, starting on 1 September 1986, a new curriculum will go into effect. That curriculum provides for a considerable increase in the number of instructional hours assigned to labor instruction and practical production work. By that time every school and every base enterprise should be completely clear about how best to organize that work.

The ministries that are engaging with a particular amount of self-interestedness and careful thought in questions of the reorganization of the work of the schools are the ministries of light industry, local industry, land reclamation and water management, personal services, and motor transport and highways. The immediate and long-range problems of the reform of the school system are considered at conferences of the directors of the base enterprises, jointly with the school directors. After the careful study of the needs and capabilities of the base enterprises and schools, many of them have already concluded contracts of cooperation. The material and financial means for this purpose are taken into consideration in the draft versions of the plans for the economic and social development of the enterprises for the new five-year period.

Very old and good traditions have formed in the cooperation between the schools and agricultural enterprises. And those traditions, under the conditions of the school reform, are developing and are being supplemented by new content. Agricultural specialists are in charge of more than 1200 clubs, where approximately 20,000 students participate. For example, in Madonskiy Rayon this year, 60 percent of the schoolchildren in grades 4-11 have been participating in various clubs. For the most part, these are various kinds of agricultural clubs where the children test their capabilities in agricultural labor and in the technical creativity that is connected with it. This helps them more accurately to select their future road in life, and instills in them

a closeness to the land and an interest in agricultural labor. And those who want to become an agricultural specialist find the support on the part of the club and farm administrators. Almost all the rayon agroindustrial associations have already created scholarship funds. Scholarships are awarded to school graduates who begin attending agricultural educational institutions. In Stuchkinskiy Rayon the scholarship is even given to those who go to attend classes at institutions of higher learning and technicums, where the young people also learn other specialities that are needed in rural areas.

During the first year of the school reform, a step forward has been taken in the organizing of the socially useful, productive work of the schoolchildren at the base enterprises. In Riga, Daugavpils, Yelgava, and other cities, the students in grades 7 and 8 work for several hours a week in the shops at plants and factories under the guidance of experienced mentors. The labor for the children is no longer a game, but, rather, is real work: by their own hands they are creating the necessary output and taking part, to the best of their ability, in the deeds of the adults.

The work performed by the schoolchildren at the Yelgava Agricultural Machinery Plant has been well thought out. At that plant, in two training shops that have been equipped with everything that is needed, 120 students are mastering the working specialties. Plant director R. Vitolin'sh takes a very understanding attitude toward the labor instruction of the children and to the reinforcement of the connection between training and the practical situation in present-day production. He correctly feels that the investment of funds into the labor instruction and indoctrination of the students is a profitable job. But, obviously, there is a necessary proviso. One cannot look at this question in a narrow or oversimplified manner -- inasmuch as the enterprise, so to speak, has invested funds in the vocational training, say, of 30 persons, those 30 persons must definitely be accepted on the job. Every ruble expended for the labor instruction of schoolchildren will repay itself, but after a definite amount of time has passed. Instilling in an adolescent the correct attitude to labor, respect for it, and respect for the working collective means helping him to interpret his place in life. It means helping his parents, who, possibly, are working at the same enterprise. And after the schoolchild of today has completed his training at the vocational school, technical school, or institution of higher learning, you will have a good worker, technician, or engineer who values labor and who knows how to work.

Creative initiative in implementing the large social program of preparing the students for life and labor is being demonstrated by many collectives at enterprises and organizations and by Soviet and economic administrators. In Yelgava, for example, a new interschool production-training center has been built. The training labs where the students will learn various occupations have been equipped by the city's economic organizations. They also assumed the responsibility of caring for the instruction experts. The Tsisis General Construction Trust is completing the equipping of the republic's first training test field, which will be used both for training cadres of construction workers and raising their level of proficiency, and for the labor instruction of the students at the vocational-and-technical school and the general-educational school. This is economical, intelligent, and far-sighted!

The first experience in the organization of the labor instruction of the schoolchildren attests to the fact that for the students in the middle and upper grades the work front can be guaranteed. The situation is more complicated with involving the labor of the students in grades 5-6 in socially useful labor. Whereas the students in grades 7-8 are invited in by the labor collectives to be instructed or are provided with materials or parts for working at the school shops and interschool production-training centers, we do not yet have any experience of participation by students in grades 5 and 6 in productive labor, with the exception of individual examples in rural areas. Beginning with the organization of socially useful labor for at least one or two of the lower grades in every school, which labor is up to the abilities of the schoolchildren, is the immediate task that we are assigning the pedagogical collectives and specialists at the base enterprises.

It is important to accumulate our own experience in this complicated matter, by carefully studying the positive examples that already exist in other republics. Production specialists, in cooperation with teachers, can select from among the large number of operations of labor those which can be used for the labor instruction of the students in grades 5-6, and this can be checked in the practical situation. This experience will be exceptionally important when changing over to the instruction in accordance with the new curriculum. In this regard, harm can be caused both by haste that has not been organizationally supported, and by excessive sluggishness. Pedagogical science must always go hand in hand with practice. The carefully weighed recommendations of pedagogical science, on the basis of the generalization of the first fragments of experience, will help us to move ahead more rapidly and more confidently.

The school reform has planned the gradual changeover, starting on 1 September 1986, to the instruction of all children 6 years and older. The carrying out of this task will rely upon the experience that has been accumulated during recent years in preparing children for instruction in school. For a number of years our republic has been carrying out experimental work in determining the training base that is needed for this purpose and in developing the system and methods of instructing six-year-olds. As a result, textbooks have been created for the so-called preparatory classes. In the 1984-1985 school year, 267 preparatory classes were already operating at 193 schools in our republic. Those schools, to a greater or lesser degree, are ready for the forthcoming work. Most of the preparatory classes have been opened in the schools of Tsesisskiy, Tukumskiy, Talsinskiy, Ogrskiy, Valmiyerskiy, and Liyepayskiy rayons. The smallest number of them have been organized in Kraslavskiy and Yekabpilsskiy rayons and in the cities of Liyepaya and Daugavpils. The immediate important task is to achieve a situation in which, in the new school year, all the schools where the opportunity exists will have created at least one preparatory class, which would serve as the first step in the assimilation of the new job at hand.

What are the first-priority tasks that have to be resolved in the new school year in order to carry out the changeover to the instruction of children starting at the age of six? This can be judged on the basis of the following data. In the 1984-1985 school year 21.6 percent of the six-year-old children attended preparatory classes; 65.2 percent underwent training in preschool

institutions; and 13.2 percent of the children were prepared by their families for study in the first grade. And the very first task of the teachers is to achieve a situation in which, within the next few years, all the six-year-old children attend either the preparatory classes at schools, or those in children's preschool institutions. In Bauskiy Rayon, for example, after a careful study of the capabilities of the schools and the children's preschool institutions, it was planned, this autumn, to begin instructing all the six-year-old children in accordance with the program for preparatory classes in the school or kindergarten. This will be of great importance for accumulating the experience of changing over on the scale of the rural rayon. Actually, this will be a kind of experiment, which will help to check all the pros and cons of a particular path for resolving the problem. The ministry and the workers in our institute of pedagogics will render the rayon all kinds of assistance in this difficult job.

It is important to keep in mind the fact that it is necessary to guarantee all the conditions for instructing the young children in the schools. There must be more than 25 children in a class, and two areas are required -- one for class activities and one for rest. If such conditions do not exist, the class cannot be opened without risking the health of the children. In many schools the necessary conditions will not be created either this year or in the next two or three years. They are just being created. In this instance it is necessary to use a temporary alternative for instructing the six-year-olds. If the school is not yet ready to admit them, they will remain in the preschool institutions and will be taught in accordance with the program for the preparatory classes -- their classes will be conducted by the school teachers. In order to assure the proper sequence in the work with the six-year-old children, it will undoubtedly be desirable for the teachers to use the experience accumulated by the kindergarten teachers, especially the use of elements of play in instruction and indoctrination. The school will have to be concerned about providing the kindergarten with everything needed for instruction and selecting of the teacher, and the kindergarten will continue to be concerned about the time when the children are not engaged in instruction.

Favorable conditions for the interaction between the school and the preschool institutions in indoctrinating the young children will be created in the combined complexes made up of a kindergarten and a primary school. It is especially efficient to create them in rural localities with a small population. The construction plans for such complexes have already been developed, to accommodate either 45 or 90 preschoolers or 64 students in lower grades. The construction of these combined institutions in the next five-year period is planned by many kolkhozes and sovkhozes. It is felt that this will have a favorable effect both upon the resolution of the tasks of the school reform and upon the social development of the rural areas as a whole.

The school reform stipulates increasing of the role played by the vocational-and-technical schools in providing the young people with vocational and secondary general-educational training. Whereas in 1984, in our republic, approximately 30 percent of the graduates of grade 8 enrolled in secondary PTU [vocational-and-technical schools], in 1990 their number will reach approximately 40 percent. Under these conditions there has been an increase

in the role of the general-educational school system in the vocational guidance of the students -- during a period of eight years of instruction they must make the choice of their future occupation. For that purpose it is important for the school, the teachers, and the labor-instruction mentors to have a good knowledge of their students, so that, jointly with the parents, they can help every young person to select the proper educational institution and make the correct choice of his future path in life. For the time being, we are very far from the ideal. Every year hundreds of schoolchildren change their intentions. For example, during the 1983-1984 school year, 6200 students (5.7 percent of the entire contingent) left the secondary educational institutions. Some of those children would acquire documents from one educational institution in order to get into another one. But nevertheless a considerable number of the adolescents interrupted their training completely, in order to renew it only in the next autumn. A year of their life and the state funds for the repeated instruction were thrown out of the window.

Apparently, we must have a closer, more stable interaction between the general-educational and vocational-and-technical secondary educational institutions. The teachers in the secondary PTU at one time adopted the experience of the mass school in instructing the general-educational subjects. At the present time, when universal secondary education of the younger generation must be supplemented by universal vocational training, the teachers in the mass school must learn from their colleagues how to prepare the students correctly for labor and how to master all the working occupations.

The reinforcement of the ties between the general-educational and vocational school system can be promoted by the joint conducting of pedagogical councils, party meetings, the organizing of general exhibitions of the technical and artistic creativity of the children, amateur performances and concerts, and other forms of work. Examples of this interaction indicate that it serves to enrich the work both of the general-educational and the vocational school system. We already have many schools, for example, the Yrgl'skaya and Ogrskaya schools, that use the instructional base of the vocational-and-technical schools in the labor indoctrination of the schoolchildren. We still have many opportunities in this regard which must be used within the next few years.

As was emphasized at the March 1985 Plenum of the CPSU Central Committee, we shall have to achieve a decisive turning point in changing over the national economy to a system of intensive development, in occupying the most advanced scientific-technical positions within short periods of time, and reaching the highest worldwide level of productivity of social labor. The resolution of these tasks is linked in the closest manner with the improvement of the social relations and with the development of the person himself. The school reform, thus, has been called upon to give great scope for improving the indoctrination and instruction of the young generation, for the better preparation of that generation for life, labor, and conscious participation in the deeds that affect the entire nation. And the first thing that is necessary for this purpose is that every young person who is beginning his labor path as a worker or kolkhoz member, as an engineer or an agronomist, must have good general-educational or vocational training.

The purpose of the school reform also consists in improving the quality of the instructional and indoctrinational work, in raising it to the level of the new requirements that correspond to the conditions and tasks of improving developed socialism. This general goal must find specific reflection in the concern shown by all types of secondary educational institutions for the vocational training of the students, in their mastery of the mass working occupations, and improving the content of the education and reinforcing the ties that instruction has with the practical aspects of modern production. At the same time the secondary school must train in a more thorough and more purposeful manner a certain number of the graduates who possess the capabilities and inclination toward the continuation of their education at higher educational institutions, and must be concerned about multiplying the intellectual potential of society. The new replacements are received by the institutions of higher learning chiefly from the daytime general-educational secondary schools (in 1983, 90.0 percent). In the future there must be an increase in the influx into the higher school system from the secondary special educational institutions and the vocational-and-technical schools. This will contribute to the more even replenishment of the student body by young people of various social groups and ages. Until that happens, the graduates of the daytime secondary school system will remain the basis reserve for the institutions of higher learning. The task is made more complicated by the fact that in our republic, as compared to other regions in the country, the small number of persons who have graduated from grade 8 continues into grade 9. Whereas in 1984, for the country as a whole, 57.6 percent of the graduates of grade 8 in the daytime schools were attending grade 9, in Latvia the percentage was 45.6. Not a single teacher in the upper grades can forget about his responsibility for preparing a definite percentage of these young people for continuing their education, because, in addition to the purposeful training of skilled persons who love their work in the broad occupations, it is also necessary to think about attracting energetic, inquisitive, capable, talented young people to the mastery of the occupations of engineer, agronomist, teacher, and physician.

Socialism guarantees everyone the equal right of making a free choice of his path in life, the type of work he wants to do, irrespective of his origin, social status, nationality, etc. This equality is realistically guaranteed both by the fact that the education is free and accessible to all, and also by the entire way of life in our country. At the same time we must not forget that we are dealing with social equality, rather than the equality of people's capabilities or needs. We might recall V. I. Lenin's words in this regard: "...When socialists speak about equality, they always understand by that social equality, the equality of social status, and by no means the equality of the physical and spiritual capabilities of individuals" (Lenin, V. I., "Poln. sobr. soch." [Complete Collected Works], Vol 24, p 364).

Every young person who is entering life has his own inclinations and preferences. Everyone is talented in his own way. Knowing the students' interests, encouraging them to follow their inclinations, developing their capabilities, and purposefully influencing their correct choice of their place in life is an exceptionally important task in the modern school. Unfortunately, we still overlook much in this regard, and as a result that

choice is more often influenced by casual factors than the thoughtful effect of the school in cooperation with the parents.

The school reform has begun to have its effect, it has begun to accumulate and develop varied experience in working according to the new way. There still remains a very large amount of work to be done both from the organizational point of view and from the point of view of renovating the instructional and indoctrinational process. Starting 1 September 1985 a new subject will be introduced in grade 9 -- the principles of information science and computer technology. As is emphasized in the decree of the CPSU Central Committee and the USSR Council of Ministers that was recently adopted with regard to this question, the study of this course must guarantee the computer literacy of the students and the broad introduction of electronic-computer technology into the instructional process.

The introduction of the principles of information science and computer technology will require a large amount of organization, since the course outlines will not become available to the teachers until the summer, when the course training of the teachers will be carried out under the guidance of specialists from the institutions of higher learning. And the textbooks are not expected until 1 September. The schools do not yet have any individual-use electronic-computer technology that has been adapted for the instructional process. Industry is beginning only now to produce it. Therefore the schools are waiting for advice and aid in resolving this problem on the part of the workers at institutions of higher learning and at scientific institutions, and specialists at computer centers.

Everything has not been going smoothly in carrying out the reform. It happens that the instructional shops have been getting obsolete technology that was withdrawn from production long ago, and the students sometimes execute work that is unprofitable for the workers themselves at the base enterprises. In certain rayons, for example Tukumskiy, Limbzhskiy, and Tekabpilsskiy rayons, in the autumn the schoolchildren are used for a long period of time in picking potatoes, and in the springtime, in sorting them and removing rocks from the fields. The teaching time is being expended inefficiently, the pedagogical benefit is accordingly small, and the schoolchildren do not learn anything from an occupational point of view.

We need a more thoughtful search to involve girls in grades 9-11 of small rural schools in productive labor. Their possibility of choosing occupations is limited to two or three. But in the rural areas people are waiting for girls not only on animal farms, but also in dining halls, stores, clubs, libraries, and medical and preschool institutions. The administrators of schools and farms and the party organizations must carry out a persistent search for new, efficient resolutions of these problems. We shall not forget that girls constitute approximately two-thirds of the students in grades 9-11 of rural schools. If, during the school years, we do not arouse their interest, if we do not prepare them to work in the rural areas, if we do not

create favorable conditions for the permanent work, the girls will not be the only people to leave their hometowns: the young men will leave also.

The results of the first year of carrying out the reform have shown that our entire public opinion has perceived it with genuine self-interestedness and responsiveness. Under the guidance of the party committees, and with the cooperation of the primary party organizations at the base enterprises, the schools in alliance with the labor collectives have carried out a large amount of organizing work to create the necessary prerequisites for fulfilling the program of reorganizing the instruction and indoctrination of the young generation, which program is planned for a prolonged period of time. The chief directions in that organizational work have been illuminated in this article. As for the theoretical and pedagogical aspects of implementing the school reform, they constitute a topic for special discussion.

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EDUCATION

LIGHT INDUSTRY MINISTER ON ROLE OF INDUSTRY IN SCHOOL REFORM

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[Article by N. N. Tarasov, USSR minister of Light Industry: "Enterprises of the USSR Ministry of Light Industry Are Assisting in the School Reform"]

[Text] The close businesslike alliance between the school and production is a decisive condition to the successful implementation of the party and government's large-scale program for improving the nation's system of public education.

Light industry's efforts to involve production collectives in the vocational guidance of school pupils and the organization of their labor training at the enterprise date back to the '70's. The need to draw competent young people into the branch was dictated by the development of the technical base, by the use of fundamentally new machinery and technology, by the broad mechanization and automation of production and by the introduction of computers into the control of production processes. However, the results of our efforts at that time were very modest: the number of secondary school graduates enrolling in branch PTU's [vocational-technical training schools] or going to work at enterprises in jobs for which they were trained in school was just slightly more than 10 percent of the total number of persons learning the most common occupations in light industry.

The school reform is aimed not only at effecting radical improvement in the labor training, social education and vocational guidance of the pupils but also provides for their mandatory involvement in socially useful, productive labor and for the transition to universal youth vocational education. These complex, fundamentally new tasks also impose major obligations on industry.

Guided by the decisions of the April (1984) Plenum of the CPSU Central Committee and subsequent party and government documents on school reform, the USSR Ministry of Light Industry undertook the immediate implementation of school reform measures. In close cooperation with the USSR Ministry of Education and the USSR State Committee for Vocational and Technical Education, measures were articulated for strengthening and expanding the physical plant of vocational-technical training schools and sponsored [podshefnyye] schools, for raising the level of the work on the labor training and vocational guidance of pupils and for attracting a larger percentage of them to branch

PTU's. These questions have been repeatedly examined by the ministry collegium and strict oversight has been instituted over the execution of the indicated measures. Republic light industry ministries have been engaged in a similar effort.

In the middle of last year, the USSR Ministry of Light Industry together with the Central Committee of the branch trade union and the Central Committee of the All-Union Leninist Communist Youth League [Komsomol] conducted a meeting for executives of republic ministries and industrial associations and enterprise managers which discussed ways of significantly increasing aid to the school in carrying out the large-scale tasks posed by the reform. Participants in the meeting examined and approved the best experience of the participation of production in the organization of the labor training and vocational guidance of pupils.

The USSR Ministry of Light Industry sent the Statute on the General Education School's Base Enterprise to all republic light industry ministries, associations and enterprises and directed them to secure its consistent implementation.

It seems to us that the main problem now is to mobilize the efforts of branch enterprises to create the material and financial provision for education in order to improve the quality of labor and vocational training of the pupils. Labor collectives are greatly assisting the schools in repairing and outfitting classrooms, workshops and hobby corners; in supplying them with machine tools, handtools and technical teaching devices; and in setting up vocational guidance centers. Much is done to improve the working conditions of interschool production training combines and to create job slots at the enterprises themselves. Branch enterprises in Moscow, Leningrad, the Ukraine, Belorussia, Kazakhstan, Lithuania and Estonia are doing an outstanding job in this area. As a result, an additional 200 training sections were set up and about 14,000 job slots for pupils were outfitted. The branch created a total 73,600 job slots at enterprises, in interschool production training combines and in schools. Over 205,000 upper graders receive elementary vocational training in these job slots. They have at their disposal more than 35,000 units of modern equipment. What is more, base enterprises have been instrumental in organizing the productive labor of more than 80,000 pupils in grades 4-8.

Here are some typical examples. The Baranovichi Cotton Combine imeni Leninskiy komsomol Belorussii is the base enterprise for three general education schools. In 1984 alone, it allotted them 15,000 rubles for outfitting classrooms and acquired 45 television sets, 8 television cameras and 6 video recorders [for the schools]. Two hundred twenty-seven units of modern production equipment were transferred to the interschool production training combine thereby making it possible to organize elementary vocational training for 500 pupils in a wide range of textile occupations.

The Kherson Cotton Combine offers vocational training to 1100 upper graders from 27 city schools. Well-equipped shops have been set up in two production training combines and 20 training sections have been organized directly at the enterprise to this end.

In order to further expand the training of school pupils in light industry's blue-collar occupations, each large enterprise will organize at least 2-3 training sections and will continue the practice of setting aside job slots in production for this purpose. The total number of job slots under the 12th Five-Year Plan will exceed 120,000. This will provide a vocational training base for more than 400,000 upper graders. More than half of the job slots are being set up at enterprises and as a result a large percentage of the pupils will receive their vocational training directly in production.

However, not all enterprises have the possibility of setting aside job slots for pupils in their shops and hence they use for this purpose the training base of vocational-technical training school while rendering them the necessary assistance. Examples: the Barnaul Cotton Combine, the Tiraspol Cotton Production Combine, the Kaunas Sewing Association, the Leningrad "First of May Dawn" Sewing Association and a number of other enterprises. This is at the same time a way of encouraging the active participation of the vocational-technical training schools in the labor training of school pupils and of developing and strengthening the training schools' ties with the [general education] school. But the main task of the vocational-technical training schools is to make proper preparations to admit school graduates and to train them in the principal blue-collar occupations. The next five-year plan calls for strengthening the physical plant of 130 secondary vocational-technical training schools and for building 66 training complexes with 40,000 job slots.

The USSR Ministry of Light Industry is doing its utmost to support the experience of enterprises in developing an effective vocational guidance system for arousing the interest of pupils in light industry occupations, in organizing their training in these occupations and in organizing their productive labor.

Take, for example, Ivanovo Oblast textile production facilities that have established firm ties with the schools. Production workers here take an active part in the inculcation of school pupils with respect for blue-collar occupations, for the labor and revolutionary traditions of the working class starting with the primary grades. Teenagers are introduced to the occupations, technology, equipment and labor of leading workers in textile production in greater depth. Primary vocational training is provided for ninth and tenth graders directly at enterprises that have outfitted training sections and classrooms. All this purposeful work is producing positive results. Thus, last year half of the 2200 Ivanovo Oblast school graduates who were trained in textile occupations went to work at branch enterprises.

Five hundred school pupils who received their labor training in the shops of the Moscow "Dawn" Footwear Production Association feel that they are full-fledged members of the collective. Three training sections have been set up for them and job slots have been organized for them on production lines. Pupils are assigned to workers brigades that conclude contracts with schools in which the schools pledge to participate in the preparation of the new generation of the work force. The pupils in turn pledge to master an occupation and to observe labor and production discipline strictly. Individual sponsors [shemy] are also assigned to many of them.

After upper graders have worked at an enterprise half a year, the best of them are awarded honor certificates in the name of the Komsomol committee at ceremony held by the shop collective; they also receive meritorious labor certificates based on their performance for the year. All this is evidence of the fact that the pupils are beginning to feel themselves part of the labor collective, of the growth of their production activity and their feeling of responsibility for their assigned task. It is not surprising that more than 430 Moscow school graduates went to work last year in the "Dawn" Production Association alone and that the enrollment in the base vocational-technical training school was completely filled. Almost all young people who come to work in the association remain on the job for a long time.

The branch devotes much attention to helping the schools to organize socially useful, productive labor and recreation in the summer labor quarter. Thus in the summer of 1984, approximately 100,000 upper graders worked in 2700 labor combines belonging to light industry enterprises. They produced almost 90 million rubles' worth of goods and replaced 35,000 vacationing skilled workers. Stationary work and rest camps of the Orekhovo Cotton Combine imeni K. I. Nikolayeva, the Fryanovo Worsted Mill in Moscow Oblast and many other enterprises can serve as an example. School pupils work in production 4 hours a day under the supervision of experienced instructors. Their performance is tallied weekly and during the payday ceremony at the end of the month the winners in the socialist competition are awarded honor certificates. The further expansion of the network of such work and rest camps for pupils is planned.

Light industry enterprises are also playing a greater part in providing sensible leisure pursuits for pupils, especially creative technical pursuits. The branch currently operates 68 young technicians clubs, approximately 900 technical circles and over 300 pupils rooms in which about 80,000 children are active. The further development of this work is planned.

An important task today is the active propagandization of light industry's blue-collar occupations and the leading role of light industry in consumer goods production. Practice shows that young people are extremely uninformed about the specifics of the work at textile, sewing, footwear and knitwear enterprises, that they are unaware of the positive changes that have taken place in the organization of production and labor at these enterprises in recent years. Many types of production in light industry are now automated and the content of the workers' labor has changed dramatically: manual operations have given way to automatic control. Labor in such mass occupations as weaver and spinner has been freed of a number of manual operations and now more closely resembles engineering work.

The party and the government prize the labor contribution of light industry workers. Many thousands of them have been awarded orders and medals, 263 have been awarded the high title of Hero of Socialist Labor and recently notable Ivanovo weaver V. N. Golubeva was awarded the Order of Lenin and a second Sickle and Hammer gold medal for her distinguished labor. Light industry workers include many winners of the USSR State Prize and the Leninist Komsomol Prize. This was the result of their conscientious, creative attitude toward

labor, was a manifestation of their initiative on the job and their striving to do the best job possible.

There is a sufficient abundance of material that can be used effectively to propagandize light industry's blue-collar occupations. Many enterprises are doing this very successfully. The Alma-Ata Cotton Combine has outfitted vocational guidance centers in 42 of the city's schools. The centers are supplied with photographs, diagrams, tales, and pamphlets depicting the activity of the enterprise, the organization of the work and life of young workers, their prospects for professional advancement and their opportunities to continue their studies in institutions of higher learning and technicums. Regular meetings with specialists and leading production workers are regularly held for pupils of surrounding schools and their parents. Every year, its graduates go to work at the combine or else enroll in its base PTU's.

Enterprises belonging to the Lithuanian SSR Ministry of Light Industry are successful in their vocational guidance program for pupils. They have prepared occupational descriptions, posters, brochures, booklets and prospectuses on the majority of the basic occupations which are sent to schools and local vocational guidance centers to help them in their work with pupils.

Let us also say a few words about a key task of light industry that has a direct bearing on the school reform: the task of expanding the mix and improving the quality of children's goods. This year, compared with last, the production of children's overcoats will be increased by 22 percent; suits -- by 22 percent; shirts -- by more than 20 percent; and lined athletic jackets -- by 10.7 percent. The production of children's footwear will be increased by 194 million pairs for a total of 319.4 million pairs, which will make practically possible to satisfy the demand for children's footwear. Special oversight is exercised over the production of school uniforms and their delivery to trade organizations. The production of boys' suits will be increased by 4.8 percent; girls' dresses -- by 8.6 percent. Specific measures are also being taken to improve the assortment of school uniforms. The production of toys and creative technical products for children will be increased by 9 percent.

Analysis of the effort of the USSR Ministry of Light Industry to implement the decree of the April (1984) Plenum of the CPSU Central Committee on school reform shows that in addition to successes in this effort there are also substantial shortcomings and omissions. This was noted at the 1 February 1985 sitting of the Commission on General Education and Vocational School Reform.

Enterprises belonging to light industry ministries of the Latvian SSR, Tajik SSR and Turkmen SSR and certain production facilities belonging to other republic ministries are still remiss in implementing the indicated measures. The leaders of these ministries and enterprises have not been sufficiently responsible in their approach to school reform problems. Some of them have essentially limited their efforts to compiling plans of measures, but have not established firm ties with schools. It seems to us that in such a case the schools should also be more active.

The branch does not have enough vocational-technical training schools and many of the existing ones have a weak physical plant. The plan for building new educational complexes and general education schools is not being fulfilled. While not absolving ourselves of responsibility for this situation, we at the same time believe that construction ministries and local agencies must devote more attention to the construction of vocational-technical training schools and must regard them as projects of paramount importance.

At the beginning of the current year, the USSR Ministry of Light Industry held an expanded collegium in which leaders of the USSR State Committee for Vocational-Technical Education, the USSR Ministry of Education, light industry ministries of union republics and managers of large enterprises participated. The collegium examined in detail the course of fulfillment of the decrees of the April (1984) Plenum of the CPSU Central Committee on school reform and the corresponding orders of the USSR Ministry of Light Industry to the light industry ministries of union republics, associations and enterprises. Taking into account the decision of the Commission on General Education and Vocational School Reform, the collegium articulated specific measures for mobilizing labor collectives to take an active part in establishing a modern base for the labor and vocational training of school pupils and to see to it that all pupils are involved in appropriate socially useful, productive labor in the next 2-3 years. It is planned to increase the amount of aid that is rendered to the schools, to utilize the pupil labor training experience of the leading enterprises, to certify the pupils job slots, to secure the publication of training and methods literature and the release of films and teaching aids on labor training and the vocational guidance of school youth.

The collegium demanded that the leaders of ministries and industrial associations raise the responsibility of base enterprises for the state of the labor and vocational training of school pupils and the organization of their productive labor.

We expect a practical return on the reform. We are very hopeful that as a result of the common effort, thousands of [general education] and vocational-technical training school graduates possessing firm knowledge and the necessary practical skills will enter light industry. This will permit us to realize more successfully the tasks of the comprehensive program for the development of consumer goods production in 1986-1990 and the period up to the year 2000.

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EDUCATION

PROGRESS IN EDUCATION DURING 11TH FIVE-YEAR PLAN

Moscow VESTNIK VYSSHEY SHKOLY in Russian No 4, Apr 85 pp 6-10

[Article: "Completing the 11th Five-Year Plan"]

[Text] Today time itself requires especially intensive, creative work in all spheres of the national economy, including higher education. The essence of today's tasks is determined by the objective conditions of the final period of the 11th Five-Year Plan at a time when the implementation of the creative program of the party and the people in the first half of the eighties merges with direct preparations for the 27th CPSU Congress, which will examine a new edition of the Party Program and outline perspectives of the nation's development for the next five-year plan and up to the end of the current century. The resulting social and political enthusiasm is multiplied by notable events and glorious dates in 1985: the 40th anniversary of the Victory of the Soviet People in the Great Patriotic War, the 80th anniversary of the Russian revolution of 1905-1907 and the 50th anniversary of the Stakhanovite movement.

Higher education is completing the 11th Five-Year Plan with high results in the basic sectors of its work. On the basis of the results for the past period, it can be said with certainty that the control figures set by the 26th CPSU Congress for specialist training will be met. Between 1981 and 1984, VUZ's [higher educational institutions] sent 3,360,000 of their graduates into the national economy -- 102 percent of the quota. The result has been the substantially higher saturation of social production, especially its leading branches, with highly qualified cadres. One-tenth of the nation's employed population -- more than 13 million persons -- now have higher education.

Under the present five-year plan, the network of institutions of higher learning has been strengthened considerably and increased emphasis has been placed on their role as active centers for education, science, culture and the communist indoctrination of the working people. Higher education forms the base of a ramified system of advanced training units.

Much has been done to raise the level of training and ideological and political indoctrination of specialists. In the light of the decisions of the CPSU Central Committee, social science courses on ideological questions have resumed, higher education is more and more confidently mastering the art of

the integrated approach to education, and the role and militancy of Komsomol organizations are being enhanced.

Institutions of higher learning are changing over to new syllabuses and curricula that reflect more fully modern advances in science, technology, culture, and production. The 11th Five-Year Plan inaugurated a number of new specialties in the field of robotics, automated planning systems, laser engineering and technology, etc. The technical re-equipment of the learning process is being accelerated and a unified support system is being developed on the basis of teaching methods complexes for disciplines and specialties.

Scientific inquiry by VUZ scientists has undergone further development. The higher school accounts for more than one-third of all research in the nation today. VUZ science collectives were invited to participate in 161 out of 172 state science and engineering programs. The volume of introduction of research findings has been expanded considerably. The most important scientific and technical achievements of VUZ's are screened for inclusion in state plans of economic and social development and plans for the development of branches of the national economy. No less important is the fact that in addition to the national economic effect, VUZ research produces a significant pedagogical, educational effect. Suffice it to say that approximately 2.6 million future specialists or 80 percent of all daytime students are presently involved in one form of scientific work or another.

Following the peace-loving foreign policy of the Communist Party and the Soviet state, the higher school in the USSR has expanded its aid to foreign countries in the form of specialist training. During the 11th Five-Year Plan, the number of foreign students receiving education in the Soviet Union increased by roughly one-third, totaling 100,000 persons. Approximately 50 institutions of higher learning have been built in other countries with the scientific-technical and economic assistance of the USSR. The Soviet higher school maintains regular educational and scientific ties with 149 countries and contributes appreciably to the implementation of the Helsinki Accords, to the struggle for peace and security of peoples and to building an atmosphere of trust in international relations.

The implementation of the decisions of the July (1983) and April (1984) Plenums of the CPSU Central Committee and critical comments expressed at the plenums regarding the work of the higher school and its administration plays a special part in the improvement of higher education at the present stage. They became the basis for practical measures aimed at strengthening oversight over the fulfillment of decrees of the CPSU Central Committee and the USSR Council of Ministers, over the quality of teaching of the social sciences and the training of social science cadres, and over the improvement of the style and methods of VUZ administration. The implementation of these measures is instrumental in overcoming inertia and old habits, in strengthening discipline and organization and in improving morale and the psychological climate in teaching collectives.

Based on the attained level, in 1985 we must complete the fulfillment of everything scheduled under the current five-year plan and lay the foundation

for the further development of the higher school in keeping with the needs of dynamic socioeconomic, scientific-technical and spiritual progress of Soviet society at the turn of the century.

The strategic line of the Communist Party is a reliable guide to action in this area. As noted at the Extraordinary March (1985) Plenum of the Central Committee, this is the line of accelerated socioeconomic development of the nation, of improvement of all aspects of social life. This means the transformation of the material-technical base of production; the improvement of the system of social, especially economic, relations; the development of man himself, qualitative improvement of his material living and working conditions, and his spiritual make-up." Hence this also means the all-round improvement of higher education, the more complete utilization of the potential of VUZ's, and the increased contribution of the higher school to socialist construction.

The present approach to the solution of urgent problems confronting the higher school was substantially enriched at the All-Union Scientific-Practical Conference "On Improving Developed Socialism and Ideological Work in Light of the Decisions of the June (1983) Plenum of the CPSU Central Committee" and at a December 1984 meeting of heads of departments of science and educational institutions of union republic communist party central committees, kray and oblast party committees at the CPSU Central Committee. New ideas and principles of the party and its Leninist Central Committee must be assimilated in all links of the system of higher education, must be communicated to everyone, and an effort to implement them in practice must be launched.

The principal task of the coming period is to shift the center of gravity to the qualitative aspects of development of the higher school, to the attainment of optimal national economic results in the activity of VUZ's. Specific ways of realizing this task must be determined on the basis of thorough analysis of the totals for the current five-year plan. It is especially important that we purposefully strive to strengthen the role of higher education in the implementation of a uniform scientific-technical policy, in the implementation of the party policy of achieving a breakthrough in the intensification of the national economy and in attaining the highest level of labor productivity in the world.

In the next few years, it will be necessary to make decisive progress in improving the quality of training specialists, especially engineers. And this requires giving immediate, truly large-scale character to the present restructuring of engineering and technical education. Its nucleus must take the form of the further improvement of the basic preparation of engineers, their in depth mastery of advances in information science and microelectronics, the habits and skills of using computers for the automation of production, for planning and for information-control processes. The time has come to revise and consolidate VUZ specialties. There is an urgent need to raise the creative potential of cadres and their readiness to develop and implement new scientific and technical solutions. We can and must more actively foster in all engineers a new type of economic thinking oriented toward initiative and enterprise, toward improving socialist management, and toward conserving resources of all types.

There must be unflagging concern for the timely, quality implementation of measures envisaged in the school reform. According to a regularly scheduled sitting of the CPSU Central Committee Politburo Commission on General Education and Vocational School Reform held on 1 February 1985, not only must the problem of basically improving the training of teachers and instructors be more energetically addressed, but universities and technical higher educational institutions [VTUZ's] must also significantly increase their help to pedagogical institutes. The higher school is called upon to offer effective assistance to schools, secondary vocational-technical training schools and secondary specialized educational institutions in the computerization of the learning process, in upgrading the qualifications of pedagogical cadres in the area of information science and computer, in the assimilation of VUZ teaching methods in the system of secondary education, and in improving the vocational guidance and the labor training of pupils.

The final year of the 11th Five-Year Plan and the time of preparation for the 27th CPSU Congress make higher demands on ideological and political education work in VUZ collectives. This work must concentrate on fostering in every higher school worker and every student a clear understanding of the ideological content of the new Communist Party documents and the tasks entailed in improving developed socialism; on instilling in them the readiness and ability to solve these problems by acting energetically and with maximum results.

It is the important duty of rectorates and all higher school teachers to strengthen the interrelationship with the Komsomol in the course of educational work. The field for joint action here is exceptionally great. It includes: the admission of students; the adaptation of first-year students; the formation of academic groups and Komsomol groups in them; the work of teaching and social education commissions; bringing failing students up to the mark; the distribution of scholarships; student self-government in all its different forms; the self-service of future specialists and their labor conditioning in student labor detachments; and, of course, sociopolitical practice, contests for student scientific works in the social and other sciences; and the "Student and Scientific-Technical Progress" Olympiad. One of the central places in the life of student youth in the current year belongs to the 12th World Festival of Youth and Students in Moscow. The festival should become the main event of International Youth Year.

The creative vigor of VUZ's and their contribution to the nation's progress are in large measure determined by the scope and level of their scientific research. The intensification of the research process, the broadening of the area of application of its results and the strengthening of the experimental and production base of VUZ science continue to be particularly acute problems in both the immediate and distant future. In order to articulate a precise program for resolving these questions, it is necessary to analyze in depth the course of fulfillment of party and government directives on the acceleration of scientific-technical progress; to identify and eliminate the factors inhibiting the practical utilization of scientific-technical attainments; to take measures to develop scientific research that is conducted at the world

level or measures that are oriented toward the satisfaction of the national economy's needs. It is equally important to participate in the formation of state, branch, republic and regional scientific-technical programs under the 12th Five-Year Plan and to strive for the concentration of the higher school's scientific effort on the elaboration of key, priority problems associated with the development of qualitatively new, highly automated production processes; with the modernization of machine building and other leading branches; with the rational utilization of natural resources; and with the implementation of the Energy Program and the Food Program, long-term land reclamation programs, and programs for the development of computer technology.

But applied research and technical sciences should not be the sole object of persistent attention. Additional measures should be taken to develop basic research and to decisively reorient the social sciences to the needs of practice and especially to urgent questions pertaining to the improvement of developed socialism. And of course not less but more attention must be devoted to strengthening the creative union between research and the educational process, to the integration of education, science and production.

The further development of the higher school is inconceivable without improvement in the qualitative composition of VUZ administrative, research and teaching personnel, without making higher demands on them for the quality of training and education of specialists and for the effectiveness of scientific research. In this area, it is essential to emphasize the filling of jobs for teaching and research personnel on a competitive basis and to reappoint them periodically. Graduate studies should be expanded in priority scientific-technical areas and the effectiveness of all work associated with the preparation of doctors and candidates of sciences. In the future as well, special attention should be devoted to supplying new and distant VUZ's with highly qualified specialists.

Preliminary totals for the current five-year plan and the experience of drafting quotas for the next five-year plan very definitely show that the system for planning specialist training requires substantial improvement. This system must be brought into line with the task of intensifying the economy and accelerating scientific-technical progress and the role of long-range plans and forecasts in the system must be raised. With the transition to universal vocational education of youth, the precision and substantiation of planning calculations in the area of higher education can and should be increased on the basis of their reciprocal coordination with the balance of labor resources, with targets pertaining to the training of worker cadres and with demographic processes. It is no less to continue to strengthen planning discipline, to reduce the student dropout rate, to combine this work with higher flexibility and maneuverability in plan management, with the careful use of the cadre potential formed by the VUZ's. Special attention must be devoted to overcoming the shortage of specialists that persists in a number of leading branches of the national economy and in regions of intensive development of the productive forces in Siberia, the North and the Far East. In addition to the further increase in the training of cadres that are in critically short supply, it is essential to take additional measures to ensure that VUZ graduates will remain on the job, to secure the more complete utilization of the potential of evening and correspondence forms of education,

advanced training and retraining of personnel to fill the manpower shortage in the national economy.

The improvement of the style and work methods of the higher school administration is an urgent problem today. Life itself demands a speedy end to red tape and speechifying. Administrators, especially the head administrators, have the obligation to get to the heart of matters at the local level and in collectives, to combine a demanding attitude toward cadres with concern for them and to be demanding in their evaluations of performance of educational institutions. What is more, the efforts of all administrative organs must be concentrated not on exercising petty wardship over VUZ's, but on the search for new ways of improving their activity, on the rational utilization of means and resources, on the oversight and verification of execution, on the all-round study of the needs of the national economy, and on the determination of measures for securing their most complete and effective satisfaction. It is also essential to improve the structure of the administration, to eliminate superfluous links, and to strengthen certain sectors of VUZ administration, particularly in the area of teaching methods and organizational, scientific and planned management.

The program for 1985 is large and vast. It calls for training approximately 850,000 young specialists and sending them into the national economy and for admitting 1.1 million students for training. VUZ scientists must research about 50,000 topics at a cost of more than 1.5 billion rubles. More than 250 million rubles in capital investments must be utilized in the construction of educational facilities belonging to the USSR Ministry of Higher and Secondary Specialized Education.

These quantitative indicators are impressive in themselves. At the same time, the essence of the final year of the five-year plan is that it is called upon to constitute a breakthrough in increasing the effectiveness of the work and to create a backlog for the future in all areas of activity -- in the distribution of young specialists who are at the high point of their young career; in the admission of new students, where it is important to realize tasks posed by the school reform and to expand the admissions of servicemen discharged to the reserve from the USSR Armed Forces and economic scholarship students to VUZ's. The time has come to broadly expand preparations for the new, 1985/86 academic year and to introduce new syllabuses for third year students in the daytime programs and for second year students enrolled in evening and correspondence programs. This requires not only improving teaching methods and updating lecture courses, but also the modernization of laboratory practicums and the organization of internship programs for teachers of occupational disciplines.

The mobilization of VUZ collectives for fruitful, creative work and for the identification of additional reserves should be furthered by the broad development of socialist competition. The competition's standard-bearers in 1985 were Moscow University, Kazan University, Kiev Polytechnical Institute and Leningrad Electrical Engineering Institute which were awarded the Transferable Red Banner of the CPSU Central Committee, USSR Council of Ministers, the AUCCTU, and the All-Union Komsomol Central Committee based on last year's results of the All-Union Socialist Competition. The orientation

must be toward the example and experience of the best. According to V. I. Lenin's behest, we must without fail go further and invariably achieve more.

Everything new that must be done before the end of the century to improve the quality of training and ideological-political education of specialists, to increase the effectiveness of scientific research and all work of educational institutions to the level of the demands of developed socialism must find reflection in the Basic Directions of Development of Higher Education in 1986-90 and the Period up to the Year 2000 and in the cadre training plan for the 12th Five-Year Plan. Clear perspectives of development of higher education must be determined not only on the scale of the nation as a whole, but in every union republic and at the level of branch groups of VUZ's and the nation's economic regions. Every VUZ should have its own comprehensive development plan, including a thorough social section.

In their striving for the successful fulfillment of the final year of the 11th Five-Year Plan and in their preparations for the 27th Party Congress, professors and instructors, students and graduate students, and all higher school workers feel that they are participants in a common cause of great historical significance: the construction of a new society. Together with all Soviet people, they are applying their strength and knowledge to make our Soviet Homeland still richer and more powerful so that the creative powers of socialism are revealed more fully.

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EDUCATION

UNION REPUBLIC INTENSIVE RUSSIAN LANGUAGE TRAINING EXPERIMENT

Moscow UCHITELSKAYA GAZETA in Russian 13 Jun 85 p 3

[Article by A. Useynov, correspondent: "Its Time To Interpret the Experiment"]

[Text] For five years in the secondary vocational-technical schools of the union republics an experiment has been conducted with regard to introducing intensive methods of studying the Russian language. Its preliminary results became the topic of an All-Union scientific and practical conference which was held in Baku.

This decision—to introduce intensive methods—did not mature suddenly. The experiment to check them out was, most probably, not begun without the idea of proposing a system capable subsequently of replacing the system now in operation—the traditional one. What, however, is the essence of the system developed by the specialists of the All-Union Scientific Methods Center for the Vocational-Technical Instruction of Young Persons under the aegis of the USSR State Committee for Vocational and Technical Education?

In general, what we are talking about is the well-known method of the Bulgarian scholar G. Lozanov, a method which is being used for studying foreign languages. The situational-topical principle, with a playing out of educational sketches and with the active mastery of the vocabulary of a general and practical type, comprises its foundation. Within a relatively brief time period this method enables a pupil to master a linguistic minimum necessary for communication.

The vocational-technical education people selected for the experiment an extremely complex field of secondary education—Russian studies. Let's listen to their arguments. In point of fact, in some groups of secondary PTU's [vocational-technical schools] the benches are occupied by graduates of the most diverse eight-year schools, very frequently rural schools, with an extremely low or at least quite a low level of language training. The experiment has clearly revealed this phenomenon in various regions of the country and has evaluated it as completely typical.

The participants in the experiment—60 teachers at vocational-technical schools located in 11 union republics—were confronted with an approximately identical situation, and they began to try out the "intensive method" in order to straighten out this situation. Within six months they had clearly demonstrated the following successes: their pupils could speak rapidly, maintain a conversation, and fluently describe events and phenomena....

Having familiarized myself with the results of the experiment, as it is being conducted by a teacher at the 3rd Baku Vocational-Technical School, I. M. Aliyeva (she was one of the first in Azerbaijan to master the new method), I can assert the following: rural children who, two years previously, had not mastered the elementary habits of oral speech were able to explain things in Russian quite spiritedly and fluently.

A three-year period of instruction in an SPTU [secondary vocational-technical school] provides scarcely more than 300 hours—while this same load is carried out in two years by the "intensive method." The material becomes increasingly complex from class to class. As a result, some 2,000-2,500 words are actively used in practical speech.

After evaluating the merits of the new method, the AzSSR State Committee for Vocational and Technical Education has expanded the experiment, for the vocational-technical schools are not in a position to use a beaten path in order to eliminate the shortcomings of the eight-year school.

"We have obtained positive results," noted the chairman of this republic's State Committee, G. I. Isayev. "And, therefore, we are placing great hopes on the 'intensive method': we are expanding the network of special study-rooms, including those in the rural SPTU's. This year 335 persons studied Russian by the intensive method—and in the next few years this contingent will increase."

Accordingly, staff personnel are being trained, based at this same 3rd Vocational-Technical School. Nineteen teachers have already mastered the new method. Also included in these course has been a large group of inspectors, methods specialists, and teachers from the republics of Central Asia, the Baltic region, and Georgia. In Baku the "intensive method" has also been used to instruct production foremen, motor-vehicle drivers, and young persons of call-up age. They have likewise begun to use it at the Baku Industrial-Pedagogical Tekhnikum, which trains staffs of specialists for vocational-technical work.

The organizers of the experiment began it in one school, whereas now there are more than 30 such schools in the country. About 2,000 persons have received instruction. Speaking about their experience at the conference were vocational-technical education workers from Armenia, Kirghizia, Kazakhstan.... But do the results testify to the fact that the traditional methods should be replaced by a more improved system—one which entirely answers the tasks of secondary education in the Russian language? It goes without saying that the traditional method contains quite a few flaws, but something else is also evident: thousands of teachers in the national schools and secondary vocational-technical schools have achieved enviable results precisely by this method. Also testifying in its favor is the practice of more than 300 Azerbaijani schools, where instruction in Russian language and literature is conducted in accordance with an in-depth program. And so the traditional method continues to honorably serve the national school.

It is obvious that universal qualities should not be ascribed to the "intensive method."

And within the system of vocational-technical education the Lozanov method solves what is, undoubtedly, an important but merely local problem. And, in this sense, it deserves all manner of support; it may even be indispensable, since many

schools, particularly rural ones, do not, unfortunately ensure the necessary level of language training for their pupils, and they have not yet eliminated the causes giving rise to this phenomenon.

Likewise testifying to this is the research which has been conducted in the Georgian Laboratory for Intensifying the Methods of Teaching Russian.

"The Lozanov Method," states the laboratory director, V. Sh. Edisherishvili, "fully justifies itself in the first year of instruction, when it is necessary to to even out the language level. On this basis we must also further implement the program of the secondary PUU--providing its complete and high-quality mastery."

As the conference affirmed, the experiment still needs to refine its point of departure and its precise organization. It has turned out, unfortunately, that, in expanding the experiment, care was not taken to prepare a syllabus for the intensive course and educational literature. Instead of textbooks, use is being made of home-made, experimental assignment-cards (independently in each republic). They have various "eroded" contents for their texts. And nobody has attempted to determine what level of literacy will be provided to the future worker by the "intensive method," or how the stress of the intensive course affects the psyche of an adolescent.

These and other problems which have arisen during the process of the experiment need to be worked out scientifically and organizational methods provided.

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EDUCATION

IMPROVED TRAINING OF TEACHERS IN GEORGIAN SSR ADVOCATED

Tbilisi ZARYA VOSTOKA in Russian 4 May 85 p 3

[Article by Otar Dolidze, Georgian SSR deputy minister of education:
"Training the Teaching Staff"]

[Text] At the present time vast changes and definite improvements are being made in schools across the land. As the April (1985) CPSU Central Committee Plenum stressed especially strongly, we must take a serious and not just a formal approach to all questions, the answer to which mean major improvements in the process of educating the upcoming generations, and which concern preparing them for socially-useful labor. The party attributes special importance, and special meaning to the demands it makes on those who by virtue of their duty and calling educate and mold the personality of the young citizens of our country.

Working with the teaching staffs is a subject of special concern to us. As early as December, 1980, the question was examined at the republic meeting of the pedagogical aktiv, of further improving the practice of increasing the qualification of the staffs in the system of the Georgian SSR Ministry of Education. In 1980, 1982 and 1984, city and zonal meetings of all directors of the general educational schools, officials of local organs of popular education, as well as the methodical services, were held in Tbilisi, Sukhami, Batumi, Tskhinvali, Kutaisi and other cities and regions--in 11 regional centers of the republic in all. At these meetings, in addition to other questions, discussions were held on personnel problems, which concerned primarily providing the schools with qualified pedagogical staffs; with selecting and assigning them; with further improving their expertise; and with creating the appropriate working conditions--in particular, improving the housing and living conditions of the school teachers, especially in the rural area. Presently, in the light of reforms in the general educational and vocational schools, all of these questions have become especially urgent and vital.

The fact that the overwhelming majority of our teaching staff have a higher education is gratifying. However, one must take note of the fact that the general educational level of the teachers in the primary grades is still low. For example, in the current academic year, 17,562 teachers are working

in classes I-III of the general educational schools; of these, 11,314, or 64.4 per cent, have a higher education. And although this indicator is significantly higher than the nationwide average, we can in no way be satisfied with it--especially in the light of the school reform. In consideration of the importance of the primary link in education, persistent work is currently underway to increase the general educational level of the teachers in this category.

Unremitting attention is being devoted to improving the housing and living conditions of the teachers--especially those who work in the rural schools. The plan for providing housing for rural teachers erected at the expense of state capital investments, is being successfully carried out in the republic as a whole. Significant assistance is being rendered to teachers by offering loans for individual housing construction. More plots of land are being allocated for construction of individual households than in past years. Municipal services have improved significantly, and funds allocated for these ends are increasing year by year.

The Ministry of Education, along with the Ministry of Health and the branch trade unions in the republic are concerned about improving medical and sanitarium-resort services to the teachers. Every year more than 2,500 trips are provided for them to sanatoria and rest homes. In addition, summer courses are provided in the resort areas for increasing the teachers' skills, which permits the teachers to combine training with active recreation, to take part in excursions, walking tours, and the like.

For teachers in the urban schools, the opportunity to take part in cooperative housing construction is being used more widely in recent years. As a result, from year to year there has been a significant increase in the number of teachers who live in well-built cooperative and communal apartments. Special attention is being given to provide housing to young specialists, owing to which fewer and fewer beginning teachers have to rent apartments in the private sector.

Our ministry is conducting a search for effective measures to keep young teachers on the job in the localities. Thus, when drawing up an order for a requirement for teachers, the rayon and city departments of popular education make it a practice to make special requests for graduates of educational institutions who were former students and residents of a specific region.

A fine tradition has been established in the republic of conducting meetings between VUZ graduates and party and Soviet officials in the rayons, as well as with the administrators of the Ministry of Education. The party raykoms and the ispolkoms of the rayon Councils of People's Deputies, and the department of popular education in the rayons and cities of the republic prepare carefully for receiving the young teachers. At the August teachers' conferences veterans of pedagogical labor will appeal to the young specialists with their good wishes, and will present them with letters of instruction, work books, and souvenirs. The rayon administrators are concerned about their housing and living situation and about their leisure time, and envision opportunities to enlist the young specialists in social work in their own collective or rayon; and they will select for them assignments which will

permit them to more fully display their abilities. Their probationary period and ideological tempering will be given very close attention. As a result of the work carried out in the republic as a whole, there have been significant improvements in the indicators on keeping the young specialists on the job in the localities. Whereas in 1980 this indicator amounted to 70.6 per cent, by 1984 it had grown to 85 per cent.

The conditions of intensive social and scientific-technical progress pose to the popular education authorities the important problem of systematic and thoughtful organization of increasing the level of ideological-theoretical and scientific-methodical training of pedagogical cadres. We may state with confidence that we have everything necessary for increasing the qualifications and the level of pedagogical expertise of the teachers. In addition to the Central Institute for Advanced Teacher Training [TsIUU], there are another seven zonal institutes. Well-equipped offices and laboratories are in operation at the central institute, and various departments have been created, which promote increasing the scientific-pedagogical level of the undergraduate courses. Construction will soon begin in Tbilisi on a building which will house the base secondary school TsIUU, while a modern training base will be established on the territory of the Kuminskiy Secondary School in Gardabanskiy Rayon, which will increase the qualifications of teachers for labor training. In accordance with the requirements of school reform, certain changes have been introduced to the organization and content of the work in a number of courses. For example, retraining of supervisory personnel at schools and educational organs is presently carried out differently. The directors of schools and their deputies increase their qualifications at the TsIUU as supervisors and as subject teachers at the same time, which means they will not be taken away from their work twice. In the last three years there has been a shift at the TsIUU from the traditional-informational method to a problem-method presentation, which serves to increase the effectiveness of the courses. A significant amount of time in the course programs is devoted to practical and laboratory work, and to seminar classes.

In connection with the introduction of the new subject, "Fundamentals of Informatics and Computer Technology", which will become part of the program of the secondary schools in our country in the 1985-1986 academic year, the problem of training the corresponding teaching staffs has become very pressing. A program of measures worked out in the Georgian SSR Ministry of Education envisages embracing and involving in this training the entire contingent of future instructors of this subject. Training of teachers and instructors will be carried out through specially-organized courses, to be taught centrally. In the future these teachers and instructors will themselves be sent to the rayon centers of the republic to organize courses on training instructors in the subject, "Fundamentals of Informatics and Computer Technology". The courses will be conducted on the base of the Main Computer Center of the Georgian SSR Ministry of Education, which not only has experience in instructing the course, "Fundamentals of Computer Technology and Programming" in Tbilisi city schools, but has also made significant achievements in the area of creating and introducing to the school educational process automated training systems on many subjects in the school program.

One of the pressing problems being solved in the educational system is that of administration of the teaching staffs. A complete solution to this problem was made possible only through use of software. Serving this end is an automated system for accounting and analysis of the republic's teaching staffs, which was created at the Main Computer Center of the Georgian SSR Ministry of Education. Its use will permit effectively solving both traditional and principally new personnel administration tasks.

Under contemporary conditions of social development, the teacher's responsibility to society for training and educating the upcoming generations has significantly increased. And this means that the teacher himself must always be in the vanguard of building communism, must be well-rounded, and socially active. Experience in reorganizing ideological work and perfecting Marxist-Leninist studies has shown that schools of scientific communism have become the most popular form among educational officials. And this is not by accident--it is precisely these which provide the broad possibilities for organically combining theory with practice and ideological tempering with increasing professional expertise. Schools of scientific communism are a popular, but not the only form of political education. Theoretical seminars, individual work, and finally--the University of Marxism-Leninism--all of these tried and true forms do a splendid job of promoting growth of the ideological-political consciousness of the teaching staffs. A council on Marxist-Leninist education of teaching staffs has been established and is in operation at the republic Ministry of Education. The council controls and coordinates work in the localities, and prepares methodical materials and recommended lists of literature on urgent problems of the theory and practice of the communist education of the upcoming generation.

School reform requires that each teacher increase his creative activity, and his ability to react sensitively to all the changes which are now taking place in the sphere of popular education. Unfortunately, the teachers do not always succeed, as they say, in the race for time; at times there is not sufficient organization, discipline and self-discipline--which retards a teacher's creative development, has a negative effect on his attitude toward his work, and quite frequently leads to a violation of pedagogical ethics.

In its time, the board of the republic Ministry of Education adopted a resolution on the question of serious violations in testing the knowledge of the students and in giving out certificates to school graduates; and the guilty school administrators and a number of officials of the organs of popular education were suspended from their jobs. In subsequent years we have frequently returned to these questions, and have struggled with instances of violating discipline and pedagogical ethics. Additional measures were taken for further strengthening social discipline in the republic's general educational schools, in accordance with which it was stipulated, in particular, that strict disciplinary sanctions be taken with respect to the officials who did not discharge their duties honorably, and so on. This approach has borne fruit. The results of the 1983-1984 academic year testify to that. The progress and level of knowledge of the students has increased. Interruption of classes by disrespectful students has become significantly less than in years past. And yet we have no

grounds whatsoever for complacency. For example, checks carried out by the republic Ministry of Education and organs of popular education in the localities have shown, that in a number of cases the reasons for slow advancement among the students and violations of discipline during classes were the lack of organization and the lack of discipline of the teachers themselves--their violating labor regulations and the norms of pedagogical ethics. Here we see the results of poor organization of the educational process, and lack of control on the part of the administrators and class leaders, etc.

Great harm in this case was caused by attempts of individual teachers to solve questions of increasing discipline without the support of the student collectives, the Pioneer and Komsomol organizations.

There are many aspects to school life, with its unexpected turns, problems, and questions, the solution to which are charged to the teachers and all the officials of popular education. In order to be able to do a great deal, in order to successfully solve vast problems, the teacher himself must constantly study, and grow. Therefore, our principal concern has been and remains the growth of the cadres of teachers--increasing their knowledge, their skills, and their ideological-political level. Only such a teacher--wise, educated, and socially active--has the ability to solve the tasks posed by the party in the area of popular education.

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